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**Cost Analysis of the Army Career and Alumni  
Program's (ACAP) Transition Assistance Office  
(TAO) Services**

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<p>The objective of the study was to assess the effects on operational costs and program efficiency and effectiveness of outsourcing the Army Career and Alumni Program (ACAP) transition assistance services and consolidating them with job assistance services. Semi-structured interviews were conducted with ACAP personnel at a sample of field offices to obtain information about the major transition and job assistance functions. Cost estimates of government- and contractor-provided services were also compared. The major finding was that the separate provision of transition and job assistance services is inefficient for the soldier, the unit, and ACAP. We concluded that outsourcing the transition assistance functions to a private contractor and consolidating them with the job assistance functions will reduce ACAP's operational costs and improve the efficiency of the program. The findings can be used by ACAP and other military decision makers to assess the feasibility of outsourcing and to assist in planning and implementing a privatization effort.</p>			
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## FOREWORD

A primary mission of the Organization and Personnel Resources Research Unit of the U.S. Army Research Institute for the Behavioral and Social Sciences is to gather and analyze data on personnel and programmatic resources that will provide the Army with timely information on which to base planning and policy making.

This report describes a cost analysis of Transition Assistance Office services that are part of the Army Career and Alumni Program (ACAP) to determine the feasibility and economic benefits of outsourcing these functions. The conclusion reached was that outsourcing these services to a private contractor and consolidating them with the job assistance functions will reduce ACAP's operational costs and will improve the efficiency of the program.

The results were briefed to ACAP staff members by the contractor during April 1996. ACAP, as well as other military decision makers, can use the results to assess the potential for outsourcing in-house government functions and to assist in planning and implementing privatization efforts.

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# **COST ANALYSIS OF THE ARMY CAREER AND ALUMNI PROGRAM'S (ACAP) TRANSITION ASSISTANCE OFFICE (TAO) SERVICES**

## **EXECUTIVE SUMMARY**

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### **Requirements:**

The National Defense Authorization Act of 1991 (Public Law 101-510, November, 1990) requires that the Departments of Defense, Labor, and Veterans' Affairs provide transition assistance and job search training to active duty soldiers who are separating voluntarily or involuntarily from military service; civil servants leaving the Army because of force realignments, reductions in force, or base closures; and to the family members of soldiers and civil servants. The Secretary of the Army established the Army Career and Alumni Program (ACAP) to fulfill the requirements of the Congressional mandate. ACAP's mission is to provide high quality benefits counseling and referral services, career guidance consultation, and job search training to clients in a caring, disciplined, and organized manner. ACAP services in the continental United States (CONUS) are provided by two organizations: the Transition Assistance Office (TAO) and the Job Assistance Center (JAC). ACAP's overseas (OCONUS) transition assistance services are currently being privatized and consolidated with job assistance services.

This cost analysis of ACAP TAO services was initiated by the Contracting Officer's Representative (COR) Branch, Headquarters, Total Army Transition Division (TATD), at the request of FORSCOM, to evaluate the effects of outsourcing TAO functions and consolidating them with JAC functions. TATD was designated as a National Performance Review Reinvention Laboratory by the Secretary of the Army in 1995. As a Reinvention Laboratory, TATD's mission includes the testing and application of new concepts and technology for personnel services and support operations. This project provides the COR Branch with cost and workload estimates of the effects of privatizing ACAP functions currently being performed in-house.

### **Procedure:**

The Human Resources Research Organization (HumRRO) and Lewin-VHI, Inc., conducted semi-structured, group and individual interviews with key TAO and JAC personnel at four CONUS and three OCONUS installations. The purposes of the interviews were to better understand the present TAO and JAC functions, processes and services, and to identify potential ways to reduce costs while maintaining or improving efficiency and effectiveness. The interview questions covered two areas: (1) the major duties and responsibilities of TAO and JAC personnel, and (2) potential sources of improvement in work flow and customer satisfaction. The research team also compared cost estimates of government-provided and contractor-provided transition assistance operations. The study findings are based on a content analysis of the interviews and a quantitative analysis of the cost data.

## **COST ANALYSIS OF THE ARMY CAREER AND ALUMNI PROGRAM'S (ACAP) TRANSITION ASSISTANCE OFFICE (TAO) SERVICES**

### **EXECUTIVE SUMMARY (Continued)**

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#### **Findings:**

The major finding of this study was that the separate provision of transition and job assistance services is inefficient for the soldier, the unit, and ACAP. We concluded that outsourcing the transition assistance functions to a private contractor, and consolidating them with the job assistance functions, would reduce ACAP's operational costs and improve the efficiency of the program. The greatest improvements in efficiency can be obtained from the following actions: streamlining the ACAP transition process for the client; combining transition and job assistance counseling jobs; improving the efficiency of the counseling process; and eliminating duplication in outreach and marketing activities, the client intake process, and administrative duties. In addition to identifying more efficient operational procedures, we identified three possible hidden costs of operating TAOs that should be considered in cost-benefit estimates: (1) TAOs have the use of government equipment that may not be available to a contractor; (2) TAOs may use work study students who are paid by the Department of Veterans' Affairs and cannot work for a contractor; and (3) ACAP funds and manages job fairs, functions that are currently excluded from contractor operations. We also made five suggestions for reengineering ACAP field offices to improve efficiency and effectiveness: (1) provide initial transition assistance in a large group briefing in all ACAP offices; (2) eliminate duplication in reviewing the preseparation counseling checklist and the Individual Transition Plan; (3) improve ACAP quality assurance procedures and monitoring of customer satisfaction; (4) standardize the client outreach process; and (5) improve communication among ACAP offices.

#### **Utilization of Findings:**

The COR Branch will use these findings to guide decisions concerning outsourcing of transition assistance services and consolidating them with job assistance services. The findings can also be used to improve the efficiency and effectiveness of ACAP by reengineering several processes irrespective of privatization. Other military decision makers can use the approach and results of this study to assess the potential for outsourcing in-house government functions in their organizations and to assist in planning and implementing a privatization effort.

# **COST ANALYSIS OF THE ARMY CAREER AND ALUMNI PROGRAM'S (ACAP) TRANSITION ASSISTANCE OFFICE (TAO) SERVICES**

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## **COST ANALYSIS OF THE ARMY CAREER AND ALUMNI PROGRAM'S (ACAP) TRANSITION ASSISTANCE OFFICE (TAO) SERVICES**

### **Chapter 1 Introduction**

The Army Career and Alumni Program (ACAP), as mandated by the National Defense Authorization Act of 1991 (Public Law 101-510, November 5, 1990), provides transition assistance to active duty soldiers who are separating voluntarily or involuntarily from military service; civil servants leaving the Army because of force realignments, reductions in force, or base closures; and to the family members of soldiers and civil servants. Separation from service is the final stage in the Army personnel life cycle and is an important factor in the quality of life of soldiers and civilian employees (Total Army Transition Division, 1995). Consequently, the Department of the Army is committed to providing timely, efficient and effective preseparation counseling and job assistance.

Successful transition assistance services have numerous positive effects that reverberate throughout the human resources management system, despite being provided at the end of an Army career. First, transition assistance is helpful to soldiers in furthering their career goals outside of the Army. Second, since the inception of ACAP, the Department of the Army has saved approximately seventy million dollars in unemployment compensation costs annually. This savings is largely attributed to transition services, which reduce the soldier's time between separation from the military and employment in the civilian sector (Sadacca, Laurence, & DiFazio, 1995). Third, a recent evaluation of ACAP's job assistance centers showed that the soldier's use of, and satisfaction with, transition services was strongly related to feelings of preparedness for civilian life and success in the private sector job market (Sadacca, Laurence, & DiFazio, 1995). Finally, this study also showed that effective transition assistance programs indirectly impact recruitment because soldiers who are satisfied with the Army's job assistance program are more likely to recommend the Army as a career than are less satisfied soldiers.

ACAP's mission is to provide high quality benefits counseling and referral services, career guidance consultation, and job search training to clients in a caring, disciplined, and organized manner. A team of civilian government and contract employees delivers the transition and job assistance services. Field offices are located at over 60 Army installations in the continental United States (CONUS) and overseas (OCONUS). Currently, the structure of CONUS ACAP field locations consists of two organizations: the Transition Assistance Office (TAO) and the Job Assistance Center (JAC). ACAP's OCONUS transition assistance services are currently being privatized and integrated with job assistance services. The OCONUS outsourcing initiative began in July, 1995, and will be completed by the close of the 1996 fiscal year (FY96).

Army civilian employees staff the TAO, which is the first stop in ACAP's transition assistance process. The TAO staff provides transitioning soldiers and civilians with benefits

and entitlement information and refers them to up to 30 different internal and external service providers, e.g., state employment offices, CHAMPUS, Veterans' Affairs, and the Education Center. TAO counselors assess the needs of transitioning clients and develop Individual Transition Plans (ITP), which provide general guidance on the separation and job search processes. The basic TAO staff comprises: a Transition Services Manager (TSM), a Transition Services Specialist (TSS), and a Transition Services Administrator (TSA).

The JAC is one of the service providers to which the TAO staff refers clients. Job assistance is offered for up to three months after separation. The purpose of the JAC is to provide career counseling and basic job search skills training through seminars, workshops, and individual counseling sessions. Among the topics addressed in job search training are: resume and business letter writing, networking skills, salary negotiation, and stress management. The counselors also help clients to identify their job skills and interests, to match these skills with civilian occupations, and to identify geographic locations where jobs with these skill profiles are available. The JAC has numerous on-site resources and automated data bases.

The JAC contract staff includes personnel in three jobs: Contract Installation Manager (CIM), JAC Counselor (CO), and Counselor's Assistant (CA).<sup>1</sup>

### Purpose of the Study

The Human Resources Research Organization (HumRRO) and Lewin-VHI, Inc., conducted a study at the request of the Contracting Officer's Representative (COR) Branch, Headquarters, Total Army Transition Division (TATD) entitled, "Cost Analysis of Army Career and Alumni Program's (ACAP) Transition Assistance Office (TAO) Services." TATD was designated as a National Performance Review Reinvention Laboratory by the Secretary of the Army in 1995. As a Reinvention Laboratory, TATD's mission includes the testing and application of new concepts and technology for personnel services and support operations. The objective of these efforts is to reduce costs while improving the efficiency and quality of customer services. The focus of the Reinvention Laboratory is on privatizing functions currently being performed in-house, and on evaluating the feasibility of outsourcing new government initiatives as they arise (Total Army Transition Division, 1995). The Laboratory currently assists several agencies in researching and defining privatization options.

The objective of this study was to analyze the effects on program efficiency and costs of outsourcing ACAP's transition assistance services, and of consolidating them with job assistance functions. The results of the organizational analysis are presented in the main body of this report. The results of the cost analysis are provided in Appendix A, The Consolidation and Contracting for CONUS ACAP Offices: The Case for a Waiver of OMB Circular A-76 Requirements for a Full Cost Comparison.

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<sup>1</sup> A new job, Area Contract Installation Manager (ACIM), was recently created in Europe to support outsourcing of TAO and other transition functions.

The COR Branch requested this study to guide their decisions concerning outsourcing of ACAP's transition assistance services and to provide support for a request to waive the full cost comparison study presently required to privatize a government activity by the Office of Management and Budget (OMB) Circular A-76, and its implementing directives and instructions in the Department of Defense and Department of the Army. Appendix A presents a comprehensive discussion of OMB Circular A-76 and the basis for the waiver request prepared by the HumRRO and Lewin/VHI, Inc. research team for ACAP.

### **Organization of Report**

Chapter 2 describes the study method, including the procedures for selecting the ACAP interview sites, the interviews, and the qualitative analyses. Chapter 3 presents the functional analysis of ACAP transition and job assistance services. Chapter 4 presents our conclusions and recommendations, which are grouped into three categories: efficiencies gained from integrating the transition and job assistance functions, potential hidden costs of outsourcing, and strategies for reengineering ACAP processes.

## **Chapter 2**

### **Method**

#### **Selection of ACAP Sites**

The HumRRO and Lewin/VHI, Inc. research team, with input from the COR Branch, selected four CONUS ACAP offices as primary data collection sites, and three OCONUS offices as supplemental data collection locations. The site visits were designed to gather first-hand information about ACAP's transition and job assistance functions, processes and services, and to assess the extent of variation across field offices. Our primary interest was in CONUS locations because they are within the jurisdiction of Office of Management and Budget (OMB) Circular A-76. We selected three offices to represent small, medium and large installations across the CONUS major commands. We also visited a fourth CONUS ACAP location (Fort Myer) that was privatizing the TAO functions during the data collection phase of the project.<sup>2</sup>

The final three offices we visited were OCONUS locations in USAREUR (U.S. Army, Europe) that had recently completed outsourcing transition assistance services, or were in the midst of the conversion process.<sup>3</sup> The OCONUS site visits enabled us to collect information on ACAP functions and services outside the U.S., and to obtain a more complete picture of the changes resulting from outsourcing. Table 1 presents the ACAP offices we visited.

#### **Interviews**

HumRRO and Lewin-VHI, Inc. researchers conducted semi-structured, group and individual interviews with key ACAP civil service employees and contract personnel at the four CONUS and three OCONUS installations. Table 2 shows the staffing at each site we visited and the job titles of the personnel we interviewed. The purposes of the interviews were to better understand the present TAO and JAC functions and services, and to identify potential ways to reduce costs while maintaining or improving efficiency and effectiveness. The interview questions (see Appendix B) covered two areas: (1) the major duties and responsibilities of TAO and JAC personnel, and (2) potential improvements in work flow and customer satisfaction.

Appendix B contains copies of the interview protocols we used as guides during our site visits. Specific questions focused on the counseling process and length of sessions, especially where there might be differences among locations. We also inquired about other responsibilities, e.g., conducting briefings and workshops; marketing services to the client population, installation commanders and noncommissioned officers (NCO); training and professional development; administrative duties; and special projects. Additionally, we

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<sup>2</sup> This effort was directed by the installation and fell within the jurisdiction of AR 5-20, The Commercial Activities Program.

<sup>3</sup> ACAP's OCONUS offices are not subject to OMB Circular A-76.

**Table 1. Locations of ACAP Site Visits by Major Command and Size**

Installation	Major Command	Size	TAO New Client Load FY95 <sup>a</sup>
Aberdeen Proving Ground, Maryland	Army Materiel Command	Small	750
Fort Myer, Virginia	Military District of Washington (MDW)	Small	1,590
Fort Drum, New York	FORSCOM	Medium	2,950
Fort Bragg, North Carolina	FORSCOM	Large	8,060
Baumholder, Germany (main office) <sup>b</sup>	U.S. Army, Europe (USAREUR)	Medium	990
Kaiserslautern, Germany (satellite office)		Small	930
Kitzingen, Germany (main office)		Medium	1,100

<sup>a</sup>Source: ACAP TAO Client Count Report, October 1994 through September 1995.  
<sup>b</sup>ACAP USAREUR is organized in areas; most areas have a main office, several satellite offices, and sometimes remote offices.

collected background information about the installations and the soldier populations. Data on ACAP staffing, client load, and operational costs for all locations were obtained from the COR and ACAP Operations Branches, and were used to prepare the OMB Circular A-76 waiver request contained in Appendix A.

### Analysis

Two types of analyses were conducted in this study. The first was a content analysis of the interviews. This included a cataloging of the current major responsibilities and functions of each job within the TAO and JAC (and in the privatized ACAP offices in USAREUR), including the common duties performed in all ACAP offices and the range of different activities across offices. Duplication of efforts, and efficiencies and inefficiencies in the delivery of transition and job assistance services, were noted. The second analysis was a comparison of the costs of government-provided transition assistance services across all ACAP locations with estimated costs for outsourced services.

The remaining sections of this report present our findings, conclusions, and recommendations about consolidating the transition and job assistance functions.

**Table 2. Staffing of ACAP Offices and Personnel Interviewed**

Installation	Staffing		Interviews	
	TAO	JAC	TAO	JAC
Aberdeen Proving Ground	1 TSM 2 TSS 1 TSA	1 CIM 1 CO 1 CA	TSM 1 TSS Full Staff	CIM 1 CO 1 CA
Fort Myer <sup>a</sup>	1 TSM	1 CIM 2 CO 1 CA	TSM	CIM CA
Fort Drum <sup>b</sup>	1 TSM 2 TSS 1 TSA	1 CIM 4 CO 2 CA	TSM	CIM
Fort Bragg <sup>c</sup>	1 TSM 8 TSS 2 TSA	1 CIM 9 CO 3 CA	TSM 2 TSS Full Staff	CIM 2 CO 1 CA
Baumholder <sup>d</sup>		1 TSM 1 ACIM 1 Sr. CO 2 ACAP CO 2 CA		TSM ACIM Sr. CO 2 ACAP CO
Kaiserslautern Satellite of Baumholder <sup>e</sup>	1 TSS	2 CO	TSS	
Kitzingen <sup>f</sup>	1 TSM 1 TSS 1 CA	1 ACIM 1 Sr. CO 2 ACAP CO 1 CA	TSM Full Area Staff of TSSs	ACIM Sr. CO

<sup>a</sup>Fort Myer was in process of outsourcing TAO during our visit.  
<sup>b</sup>Fort Drum's TSA position was vacant during data collection.  
<sup>c</sup>Fort Bragg has a main ACAP site with the TAO and JAC in adjacent buildings, plus a satellite office serving the 82nd Airborne Division where the TAO and JAC are co-located.  
<sup>d</sup>Baumholder had recently completed outsourcing. Staff are integrated into a single ACAP office.  
<sup>e</sup>Kaiserslautern office was in the process of outsourcing TAO.  
<sup>f</sup>The Kitzingen area was in the process of outsourcing TAO.

Area Contract Installation Manager (ACIM)  
Counselor's Assistant (CA)  
Contract Installation Manager (CIM)  
JAC Counselor (CO)  
Transition Services Administrator (TSA)  
Transition Services Manager (TSM)  
Transition Services Specialist (TSS)

## Chapter 3

### Functional Analysis of ACAP Transition and Job Assistance Services

The findings in this chapter are presented in four sections. The first two sections present brief descriptions of the CONUS and OCONUS ACAP offices visited. The third and fourth sections describe the structures and functions of ACAP in the U.S. and Europe. Table 1 (presented previously) shows the installation major commands and the sizes of the ACAP offices, which were based on the client load.

#### Description of CONUS ACAP Sites Visited

##### Aberdeen Proving Ground

The Aberdeen Proving Ground (APG) TAO serves more than 50 tenants located at the installation. The APG population includes a large number of Department of the Army civil servants (approximately 7,800 compared to 4,500 military personnel). The TAO serves approximately 750 new clients a year. The majority of the personnel visiting TAO at APG are active duty enlisted members voluntarily separating from the Army. Recent turnover in the tenants has resulted in several reductions-in-force for civil servants at APG. Consequently, the second largest group of TAO clients during FY95 was involuntarily separating civil servants. The TAO and JAC are co-located.

##### Fort Drum

The TAO at Fort Drum serves nearly 3,000 new clients a year, mostly voluntary separations of active duty enlisted members. The Light Infantry Division located at Fort Drum, which is 10,000 strong, includes "cohort" soldiers who enter the Army together, and train, serve, and leave together. The ACAP TSM also serves as the manager of the Education Center, thus his duties and responsibilities are divided between the two organizations. The JAC and TAO are co-located.

##### Fort Bragg

Fort Bragg has one of the largest ACAP offices and serves approximately 46,000 troops, including those in the 82nd Airborne Division and the U.S. Army Special Forces Command. The TAO counsels more than 8,000 new clients each year, most of them active duty enlisted members leaving the Army voluntarily. ACAP at Fort Bragg has two sites located several miles apart. The main site serves two thirds of Fort Bragg's population, while the satellite site exclusively serves the 82nd Airborne Division. The main TAO houses the TSM and seven of the eight TSSs. One TSS is assigned to the 82nd Airborne Division's satellite office. The two TSAs are at the main site. The TAO also has four work study students from the Department of Veterans' Affairs who work approximately half time, totaling up to about 80 hours a week.

The main TAO and JAC sites are located in adjacent buildings. The TAO and JAC are co-located at the satellite office serving the 82nd Airborne Division. The main JAC office houses the CIM, six of the nine Counselors and two of the three CAs. Three of the JAC Counselors and one CA provide services in the satellite.

### **Fort Myer**

The Fort Myer ACAP environment and clients are unique because of the metropolitan Washington D.C. location. Counselors in this office see many soldiers from other local Army installations, such as Fort Belvoir, Fort Meade, and the Pentagon, as well as soldiers from other parts of the country. Fort Myer ACAP also provides service for Walter Reed Army Hospital, and shares some activities with the ACAP office at Fort Belvoir. In general, ACAP offices in the Washington D.C. area (Military District of Washington [MDW]) jointly serve any soldiers who come into their offices. The Fort Myer client population includes a proportionately high number of officers and soldiers in technical specialties. The client load of nearly 1,600 new customers per year is roughly 60 percent enlisted members and 40 percent officers, corresponding to the local population. Fort Myer has the highest proportion of senior officers in ACAP because it is located in the Washington D.C. area near the Pentagon.

The Fort Myer TAO converted to contract operations on January 3, 1996, and was in the process of being closed during our visit so that transition assistance functions and services could be placed under the responsibility of the contractor. This conversion was directed by the installation and falls within the requirements of AR 5-20, the Commercial Activities Program. The outsourcing planning process took about one year, with TAO staff positions gradually phased out through attrition and reassignment. The original TAO staff consisted of a TSM, two TSSs, and one TSA. In 1992 the TSM left and was not replaced until January, 1996. Recently, the TAO lost one of the two TSSs and the TSA. The remaining TSS was promoted to TSM in January, 1996. The JAC staff at the time of our visit consisted of the CIM, one full-time and one part-time counselor, and a CA. One additional full-time Counselor and another full-time CA were added to the contractor's staff when the TAO function was privatized.

### **ACAP Europe: The Transition Support Center Concept**

As an adjunct to the CONUS data collection activities, the research team visited three USAREUR installations in Germany. The structure of ACAP territories in Europe follows the Army Area Support Group (ASG) concept. There are a total of six ACAP areas in USAREUR, five of which have at least three satellite or remote offices. The soldier population in Europe represents mainly combat arms military occupational specialties (MOS). The HumRRO/Lewin team visited the Baumholder and Kitzingen areas.

ACAP's European offices were in the process of outsourcing all TAO functions except the TSM. In the Baumholder Area, we visited both the main office, where outsourcing of

transition assistance services had recently been completed, and the Kaiserslautern satellite, where the conversion was not yet complete. In the Kitzingen Area, the researchers visited the main site, and met with the TSSs from all of the satellite and remote offices during their staff meeting. The change to outsourcing was also in process at all Kitzingen area offices. Before leaving Germany we met with ACAP's government Transition Program Manager in Europe and the Contract USAREUR Program Manager to provide them with a brief synopsis of our visit. Tables 1 and 2 (presented previously) show the client loads and staffing of the Germany ACAP offices we visited. Table 3 presents the USAREUR ASGs and the locations of the ACAP offices.

**Table 3**

**Table 3. ACAP USAREUR Main, Satellite, and Remote Offices**

Main ACAP Office	Satellite and Remote Offices <sup>a</sup>
Vicenza	None
Heidelberg	Mannheim (S) Stuttgart (S) Augsburg (S)
Baumholder	Bad Kreuznach (S) Kaiserslautern (S) Schinnen (S) Mons (S)
Kitzingen	Schweinfurt (S) Bamberg (S) Ansbach (R) Illesheim (R)
Vilseck	Grafenwoehr (R) Hohenfels (R)
Hanau	Darmstadt (S) Kirchgoens (S) Weisbaden (S)

<sup>a</sup>Satellite offices are designated by S; remote offices by R.

The outsourcing planning process in Europe began in January, 1995, and is being gradually phased in during FY96. The main office of the Baumholder area is the first location to be completely converted. The speed of the transformation depends partly on how quickly the Department of the Army civilian personnel staff is reduced through natural attrition and reassignment.

A one week training session on consolidating TAO and JAC functions was conducted for all ACAP contract personnel in January, 1996. The training was presented by a combination of ACAP and contractor staff members. The goal of the training program was to present a new concept of operations in Europe, the transition support center, and to provide an overview of the duties and responsibilities of the personnel within each functional area. Specific training of individuals in their new job responsibilities, major functions and tasks takes place on-the-job.

The transition support center concept goes far beyond the transition assistance and job assistance functions of ACAP and incorporates three additional functions into the contract operations under one umbrella organization. The primary goals of restructuring the transition services are: 1) to improve efficiency for the soldier by reducing the number of different locations to which he or she must go to complete the separation process, and 2) to streamline the Army's operations through sharing resources and team work. The functions performed by the newly structured transition center are the following:

- retirement and transition processing for separating soldiers;
- in-service transfer (IST), or recruiting for the U.S. Army Reserve and Army National Guard; and
- ACAP transition and job assistance.

Until FY96, four of the five functions (i.e., retirement and transition processing, IST, and ACAP transition assistance) were provided by different organizations within the Army, and only job assistance was outsourced to a contractor. A consistent theme throughout our interviews in the U.S. and Europe was that conversion to contractor-provided services is a major culture change for the Army. The TSMs, TSSs, and ACIMs (Area Contract Installation Managers) in Europe emphasized that the effectiveness of the Army's privatization effort, in general, and the outsourcing of ACAP services, in particular, depends largely on the TSM's liaison role with installation command staff. This was also echoed by TAO and JAC personnel at all of the ACAP offices we visited in the U.S.

#### **Description of CONUS ACAP TAO and JAC Structures and Functions**

##### **The Transition Assistance Office (TAO)**

Table 4 presents a summary of the twelve major functions performed by staff members in the TAO and JAC. Figure 1 shows the duties included in each of the three TAO jobs: Transition Services Manager (TSM), Transition Services Specialist (TSS), and Transition Services Administrator (TSA). The following discussion presents a more detailed picture of the transition assistance functions and services, noting important differences across installations.

**Table 4.      Twelve Major Functions of ACAP Transition Assistance Offices (TAO) and Job Assistance Centers (JAC)**

- Acts as liaison with installation command structure and provides logistical support for ACAP activities
- Manages office and supervises personnel
- Conducts outreach and marketing to all levels of command, soldiers and families, civilians, and employers
- Conducts transition and job assistance counseling
- Presents briefings and conducts workshops
- Performs client intake and processing of DD Form 2648, Preseparation Counseling Checklist
- Maintains employer and job search data bases
- Helps clients with job search software and equipment, and maintains equipment
- Prepares administrative paperwork and reports
- Schedules appointments, answers telephones, and receives clients
- Conducts special projects (e.g., job fairs and special workshops)
- Participates in professional development

The TAO is the first stop in ACAP for the voluntarily or involuntarily separating soldier, and for civil servants leaving the Army service because of force realignments or reductions, or base closures. The purposes of the TAO are to provide transitioning soldiers and Department of the Army civil servants with benefits and entitlement information and to refer them to up to 30 different internal and external service providers, e.g., the state employment office, CHAMPUS, Veterans' Affairs, and the Education Center. Clients may also receive an Individual Transition Plan (ITP) after consultation with a TSS. The TAO is responsible for identifying those soldiers who are retiring and separating 180 days prior to separation. TAO and JAC services are available to clients for up to 90 days after separation.

# TAO Major Functions

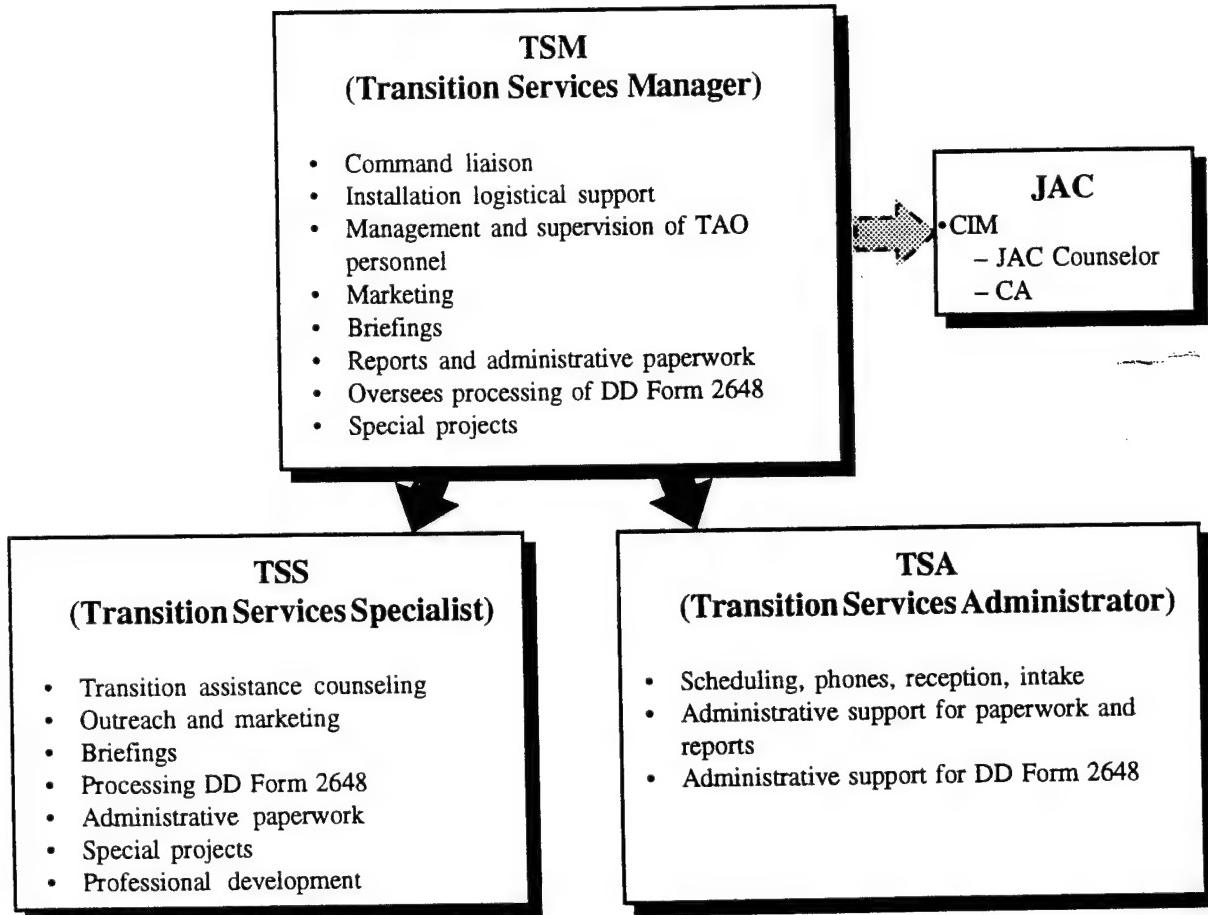


Figure 1. TAO Major Functions

**Transition Services Manager (TSM).** The TSM is the manager of the installation ACAP office and coordinates the activities of the TAO and JAC.<sup>4</sup> As a Department of the Army civil service employee, the TSM reports to the installation commander and the COR Branch, Headquarters, for implementation of the ACAP program. The TSM's oversight responsibilities include all facility logistics, administrative and personnel decisions concerning government employees of the TAO, TAO training and professional development, and liaison with service providers (e.g., Veteran's Affairs, Education Center, Civilian Personnel Office [CPO]). Typically, the TSM does not provide transition assistance counseling. One of the

<sup>4</sup> The TSM at Fort Drum is also the manager of the Education Center. In this “dual-hatted” role, the TSM spends approximately half time at ACAP and half time at the Education Center. This creates some delays in communication with the TSM. Outreach efforts are combined for the two programs so that the TSM markets the services of ACAP and the Education Center when attending briefings and meetings.

TSM's most important duties is acting as ACAP's liaison with the installation command hierarchy. In this capacity, the TSM attends meetings of, and gives briefings to, the installation command and is often on the command staff.

In addition to ACAP oversight and command liaison duties, the TSM is in charge of public relations, which includes internal Army outreach and marketing of ACAP services to all levels of command, soldiers and families, and Department of the Army civil servants. The TSSs assist in these activities. The JAC takes the lead in identifying local employers and encouraging them to consider veterans and former federal civil servants for private sector jobs. The main function of ACAP's internal public relations efforts is to identify clients. This process differs significantly across installations. In some offices the Standard Installation Division Personnel System (SIDPERS) C13 Loss Roster is the primary source of information on separating and retiring soldiers. At others, briefings to the command staff and unit commanders, and outreach to soldiers, are the primary strategies for informing soldiers about ACAP services.

The preseparation and preretirement briefings are important settings for informing clients about the range of services provided by ACAP. All ACAP offices participate to some degree in preseparation and preretirement briefings, which are usually eight hour sessions designed to give the soldier an overview of services, benefits and entitlements, and his or her responsibilities before separation. In most locations, the preretirement and preseparation briefings are "owned" (or managed) by the Transition Point or another Army organization, and the TAO is responsible for presenting a short (i.e., 30 minute) overview of their services and of the mandatory requirement to complete and sign DD Form 2648. The TSM, or one of the TSSs, usually conducts the briefing. At a small number of installations (e.g., Fort Bragg), the TAO owns the preseparation briefing and is responsible for scheduling and advertising, coordinating speakers, managing the logistics, and facilitating the meeting.

At a small number of CONUS installations (e.g., Fort Myer and Fort Bragg), and in Europe, the transition assistance portion of the preseparation briefing is expanded to an approximately two hour session. The expanded TAO briefing is used to provide initial benefits information to soldiers and to assist them in completing the mandatory DD Form 2648. When an expanded benefits briefing is given, anyone requiring additional assistance or interested in receiving individual counseling may make an appointment with a TSS. See "Providing Transition Assistance in the Preseparation Briefing" below under ACAP USAREUR functions and services for a more detailed description of the expanded preseparation briefing.

Additional TSM responsibilities include administrative duties (e.g., preparing reports correspondence) and conducting special projects. Special projects include topical briefings, annual or biannual job fairs, and a variety of "mini" job fairs. The TAO staff conducts all of the planning, scheduling, coordination, and advertising for the annual/biannual job fairs. The job fairs usually attract 80 or more employers, depending on the size of the installation, and require a considerable amount of manpower to arrange. From reserving and readying the

space, to advertising, arranging workshops, and cleaning up afterwards, the job fair is a major responsibility. At some locations (e.g., Aberdeen Proving Ground), the TAO staff also arranges and advertises employer showcases, or "mini" job fairs, throughout the year that feature one or more employers interested in hiring former military personnel. The TSM is also responsible for conducting liaison with all transition assistance service providers.

**Transition Services Specialist (TSS).** The primary responsibility of the TSS is to provide transition assistance counseling. TSSs at all sites the research team visited estimated that approximately 80 percent of their work time involves counseling. The purposes of transition assistance counseling are to provide benefits and entitlement information and to make referrals to providers of the services, e.g., Education Center and Veteran's Affairs. Counseling involves three activities: 1) assessing the client's transition needs; 2) reviewing and completing DD Form 2648, Preseparation Counseling Checklist, a mandatory Army requirement for outprocessing (See Appendix C for a copy of the checklist); and 3) developing a tailored ITP (see Appendix D for the ITP).

Client needs assessment and development of an ITP are automated as part of the TAO management information system (MIS). Every client is registered in the system by entering demographic data. Data may be entered by the TSA as part of the client intake process, in batch form after the preseparation briefings, or it may be entered by the TSS in the needs assessment portion of the counseling session.

The initial review and completion of DD Form 2648 may be performed in small or large groups, or in the individual counseling sessions. The completed and signed DD Form 2648 becomes part of the soldier's official personnel file (i.e., 201 file). As mentioned above, Fort Bragg and Fort Myer conduct the review and completion of the checklists during an expanded TAO preseparation briefing. The soldier groups at Fort Bragg are quite large, averaging between 200 and 300, while those at Fort Myer average between 40 and 60. Most installations use a combination of group and individual sessions. Among the sites the research team visited, only Aberdeen Proving Ground did not hold group sessions.

When DD Form 2648 is reviewed in a group, most soldiers do not require personal attention. However, those who do may make individual appointments for one-on-one counseling, especially if they have unique needs. For soldiers who complete the Checklist in the preseparation briefing, individual counseling sessions usually require between 10 and 30 minutes to cover specific benefits questions. Otherwise, the appointment typically takes about 60 minutes.

During a counseling session, the TSS goes through the list of transition services on the checklist and helps the soldier identify which services he or she needs. The TSS typically provides information about benefits and available resources. During this counseling period, the TSS also develops an ITP for the soldier. The ITP contains a tailored list of service providers with specific information on location, hours of operation, phone numbers, and point of contact for each service provider relevant to the individual soldier's needs. The ITP can

contain more than 20 service providers; however, TSSs generally refer soldiers to between 8 and 12 providers.

Very few soldiers (10 to 30 percent) require follow-up assistance after the individual counseling session. For those who do, repeat visits usually require 10 to 15 minutes to answer additional benefits questions or to clarify information. The TSSs also handle a small number of special cases (e.g., involuntary separations due to medical conditions), often in one-on-one sessions. These soldiers usually require quick response times because they are being separated from the Army within a few days.

In addition to transition assistance counseling, TSSs spend 20 percent of their work time on other duties: marketing and outreach activities, clerical tasks, and special projects. The TSSs' marketing and outreach activities include developing and producing advertising materials, e.g., flyers, newspaper advertisements and articles, and television and radio spot announcements. They also may give briefings to soldiers, unit supervisors, Army families, and Department of the Army civilian employees. These briefings may be scheduled before or after normal work hours to reach the intended audiences.

TSSs may also participate in the preseparation briefing. At Fort Bragg, where ACAP owns the briefing, two TSSs facilitate the briefing each week. The TSSs also maintain contact with service providers at their installation to provide accurate transition assistance with respect to the benefits available and the services provided on post. They meet with the providers two to four times a year.

The TSSs handle their own correspondence, and are involved in coordinating and running the job fairs, held annually or biannually. Other special projects, such as small business workshops and "mini" job fairs or employee showcases, occur throughout the year. The TSSs help with the coordination and facilitation of these events. The TSSs also participate in training/professional development activities (e.g., conferences conducted by the Joint Employment Transition Service).

**Transition Services Administrator (TSA)**. The primary duties of the TSA include answering the telephones, scheduling appointments, handling walk-in clients, and providing administrative support to the TSM. The TSA is responsible for all TAO administration and correspondence; time cards; monthly generation of reports from the TAO MIS; scheduling counseling sessions, briefings, and workshops; and processing, filing, and distributing DD Form 2648 to the Transition Point. The TSA is also responsible for checking the eligibility of clients and registering them in the TAO MIS by collecting and entering their demographic information.

In some installations, the TSA identifies clients from the SIDPERS C13 Loss Roster (e.g., Aberdeen Proving Ground and Fort Bragg). This process involves reviewing and updating the roster to identify all soldiers leaving within 180 days. Those soldiers who have not been to the TAO yet are listed by units. Letters are sent to the unit NCOs to advise them

of the mandatory DD Form 2648 and/or preseparation briefing and follow-up calls are made to the units.

At Aberdeen Proving Ground, the loss roster review/client identification process takes one quarter of the TSAs time. The TSAs at Fort Bragg rely less on the C13 Loss Roster, thus they spend less time with it. Fort Drum uses the C13 Loss Roster to identify clients; however, the process is more automated and takes less time to perform than at other offices. Fort Drum ACAP has a computer program developed by the Fort Drum TSM that downloads data from the SIDPERS data base into a supplemental TAO data base. This office also developed a procedure to automatically identify clients and generate letters to notify/remind the transitioning soldiers about ACAP services. This process requires some maintenance (e.g., the data base must be updated when a soldier enters the TAO). However, it takes only about two days per month of TSA time -- two hours to download, eight hours to upload and update information, one hour to coordinate the list by units, and one hour to generate, sign, and deliver letters.<sup>5</sup>

### **The Job Assistance Office (JAC)**

The JAC is one of the service providers available for military and federal civil service personnel to which the TAO staff refers clients. Job assistance is offered to all separating soldiers and family members for up to three months after separation. The purpose of the JAC is to provide career counseling and basic job search skills training. The ACAP job assistance services are presently outsourced to a private contractor, Resource Consultants, Inc. (RCI).

The JAC provides several seminars and workshops on job search techniques. The main workshops are the one day JAC workshop and the two and one-half day TAP/JAC<sup>6</sup> workshop jointly sponsored with the Department of Labor. Both are given on a regular basis, and the timing varies across installations by client load. Clients are encouraged to attend the workshops before they attend individual counseling sessions.

The one day JAC workshop provides an introduction to, and overview of, the job search process.<sup>7</sup> The TAP/JAC workshop is jointly presented by JAC staff (CIM and/or JAC Counselors) and state employment service personnel. Representatives of the Department of Veterans' Affairs also participate. This workshop covers the complete job search process, including transition stress, skill identification, resume (including SF171 and OF612) and cover letter writing, and salary negotiation.<sup>8</sup> Both the JAC and TAP workshops also cover how to use the broad array of software and data bases available in the JAC, including among others: the Resume Writer, the Army Employer and Alumni Network (AEAN), the Defense

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5 Currently the TSM or TSSs perform this task at Fort Drum because the TSA position is vacant.

6 TAP refers to the Department of Labor's Transition Assistance Program.

7 If the TAP/JAC Workshop is not provided, as is the case in ACAP USAREUR, then the JAC Workshop is expanded to two days and provides a complete review of the job search process.

8 The Departments of Labor and Veterans' Affairs do not have OCONUS services.

Outplacement Referral Service (DORS); the Transition Bulletin Board (TBB), America's Job Bank (AJB), and "Hot Leads," which contains timely information on local jobs.

After attending the workshops, clients meet individually with JAC counselors who provide tailored assistance, including career assessment, additional resume and letter writing help, networking skills, and indepth coverage of other areas addressed in the workshops. The counselors also help clients identify their job skills and interests, match them to civilian occupations, and identify geographic locations where jobs with their skill profiles are available.

The JACs have numerous on-site resources, such as a library of occupational materials, job search self-help books, local "Hot Leads" job listings, computerized job banks, resume writing and federal government application software, as well as copy, facsimile, phone, and word processing facilities. Two new resources ACAP has added within the past year are an ACAP Home Page and CD ROM drives located in JAC offices.

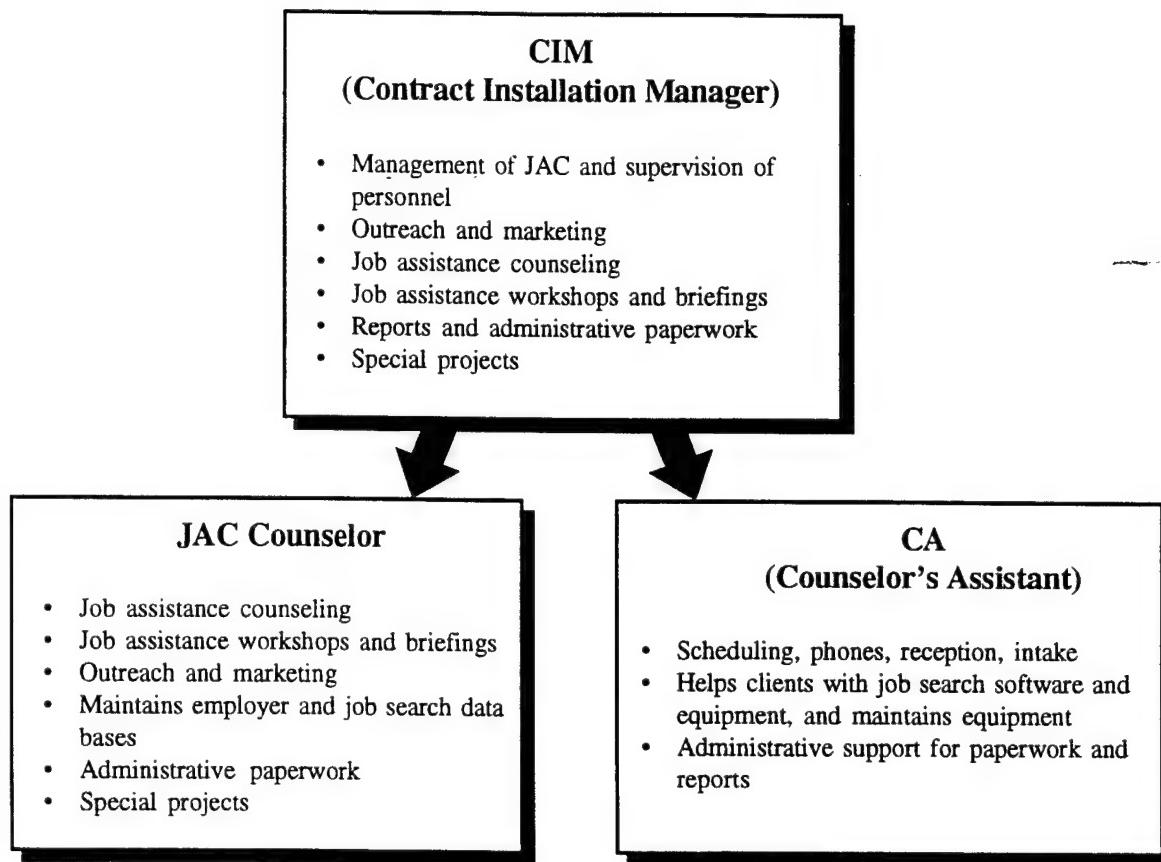
The ACAP Home Page was designed to broaden awareness of the program and to make transition support available to a wider audience. The home page provides information on: ACAP's mission and functions, TAO and JAC sites, the outplacement process, requesting assistance for individuals and Army organizations, ACAP points of contact, and job listing services available through the Internet. It also provides access to the Army Hot Leads system of job vacancies. Two CD ROM applications are presently available: Career Opportunities, a data base that includes a broad range of information from occupational titles and requirements to educational strategies; and PhoneDisc USA - Business, a data base of business addresses and telephone numbers.

JAC services are currently provided by personnel in three jobs: Contract Installation Manager (CIM), JAC Counselor (CO), and Counselor's Assistant (CA). The major functions of staff members in each job are described in this section. Figure 2 summarizes their respective duties. Similarities and differences in the responsibilities across the installations are noted.

**Contract Installation Manager (CIM).** The CIM manages the JAC. In this role, the CIM is responsible for hiring, supervising, and training the JAC staff. He or she is responsible for administration of the office, and supervision and professional development of the staff. The CIM is the liaison between the installation ACAP office and the contractor's headquarters. In that capacity, the CIM is responsible for quality control and for producing a monthly CIM report for RCI headquarters and for the COR.

There is considerable variation across the installations in the time CIMS spend on different functions. Approximately 50 to 85 percent of the CIM's time is devoted to counseling clients. The remainder of the time is taken up with management duties, workshops and briefings, and marketing.

## JAC Major Functions



**Figure 2. JAC Major Functions**

Because the TAO has the main responsibility for outreach to the soldiers and their families, the CIM's marketing focuses more on employers and unit leadership. The CIM, along with the Counselors, conducts unit briefings, develops and distributes flyers, and writes newspaper and newsletter articles. The CIM is also responsible for recruiting employers for the job leads data bases. Public relations activities account for several days a month of the CIM's time.

The CIM and Counselors conduct the job search workshops described previously. Some installations also offer soldiers and family members special half-day workshops on topics such as job fair preparation (i.e., how to make the most out of the job fair), entrepreneurial alternatives, and networking skills. At most CONUS installations, the JAC presents half of the TAP/JAC job skills workshop offered in conjunction with the Department of Labor.

While the TAO coordinates the job fairs, JAC staff members frequently support the marketing and administration of job fairs. Further, they are responsible for preparing clients to attend a job fair, which often includes providing extra help in polishing resumes and practicing for interviews. The JAC also hosts a number of industry representatives and employers throughout the year in "mini" job fairs or employer showcases. These events provide transitioning soldiers with the opportunity to meet potential employers.

**JAC Counselor (CO).** Most TAO clients (95 percent or more) are referred to the JAC for assistance in conducting an efficient and effective civilian job search. The Counselors provide the bulk of the job search counseling. They spend the majority of their time (80 percent) counseling clients individually in initial visits and follow-ups. Typically, the client attends the one day JAC or the two and one-half day TAP/JAC workshop first. After learning the basics, the client makes an appointment with a Counselor.

The initial counseling session runs between 45 and 60 minutes. The goal is to provide career assessment and guidance. The Counselor and client discuss how to plan and conduct a successful job search based on the soldier's experience and training. The Counselor provides information on the similarities and differences between military and civilian occupations and helps the client translate military experience and training into civilian terms. The Counselor also reviews resume and cover letter writing. Additionally, the client receives an overview of how to conduct data base searches on the computers and use the other job search software available in the JAC. Two or three follow-up sessions are common and typically last 15 to 30 minutes.

Counselors are responsible for assisting clients in the JAC using the resource materials and the various data bases of employers and job openings. In addition, the Counselors provide job search training in the JAC and TAP workshops described above. Other responsibilities include employer and client outreach, updating employer data bases, and professional development. The Counselors also participate in job fairs and special workshops. They are responsible for their own correspondence.

**Counselor's Assistant (CA).** Two of the CA's main duties are client intake and managing the outer JAC office, which contains job search resources for clients. The intake process entails collecting and entering client demographic information during the first visit to the JAC, and giving each client a quick orientation of the office services, data bases, resources, and procedures. The CA also answers the telephone; handles walk-ins; schedules clients for workshops, counseling sessions, and the use of computers/data bases; and assists clients in using the JAC resources. The CA provides administrative support to the CIM and maintains office resources and equipment.

Because the TAO and JAC MISs are separate and use different operating systems, there is redundancy in entering the basic data for each client. Both systems require some of the same, and some different, information about clients. At Fort Drum, TAO clients receive a diskette with the information that was entered in the TAO MIS that is then used by the JAC

to automatically enter the common information. Thus, at Fort Drum, only the unique data are entered by the CA. ACAP is presently modifying the systems so they will be compatible.

### **Description of OCONUS ACAP in the Transition Center**

Before describing ACAP functions and services in Europe, we will briefly describe the other services that, along with ACAP, form the transition support center concept in USAREUR. This will provide a context for the changes made in ACAP Europe due to outsourcing. Establishment of an expanded transition support center is also being considered in the U.S.

#### **Transition Center (TC)**

The major functions of the TC are processing the separating or retiring soldier's personnel records and conducting survivors' benefits program (SBP) counseling. The Transition Specialists are responsible for identifying separating and retiring personnel through the loss roster, and sending letters notifying soldiers about mandatory requirements. In addition, they are in charge of maintaining accurate 201 files, and processing DD Form 214, Certificate of Release or Discharge from Active Duty, and other transition documents. The TSM is responsible for authenticating DD Form 214 and signs it him- or herself, or makes arrangements for the form to be signed by a Department of Army civil servant. Transition Specialists also conduct the SBP counseling, which is typically a one and one-half hour session with the member and his or her spouse.

#### **In-Service Transfer (IST)**

Outsourcing of IST is a major change in the way the Army does business. This function was formerly performed by military personnel, or "green suiters." The IST is responsible for recruiting eligible soldiers separating from active duty for the U.S. Army Reserve and the Army National Guard. Specialists from IST participate in the preseparation briefing, during which they review the benefits of joining the U.S. Army Reserve and the Army National Guard.

#### **Consolidated OCONUS ACAP Functions**

The main ACAP office in the Baumholder Area was fully privatized in January, 1996. Kaiserslautern and the other satellite offices were still in the process of converting during our visit. The Kitzingen area was also in the midst of converting and will complete the process by the end of FY96. The TSM, ACIM, and ACAP Senior Counselor have begun to assume their new duties in Kitzingen. However, the transfer of duties from the TSSs to the contract ACAP Counselors is being phased in more slowly. The following description of operations presents the new ACAP structure and functions as they were described to us. Where the differences are significant, we compare the old and new systems.

Before describing staff functions at ACAP USAREUR indepth, we present in Figure 3 a summary of the personnel functions for the consolidated ACAP office.

**Transition Services Manager (TSM).** Under the transition support center concept, the TSM coordinates operations for each functional area and interacts with the ACIM, a new position created to support the transition center concept and the functional supervisors. Outsourcing of ACAP services changes the focus of TSM duties from managing transition assistance and interfacing with the contractor performing job assistance services, to conducting liaison with the installation command structure, providing logistical support for the contractor, and acting as the government point of contract (POC) for the transition center.

The liaison and logistics functions were part of the TSM duties when the transition and job assistance functions were separate; however the scope of duties within each function increased as a consequence of outsourcing transition assistance. Liaison activities with the installation senior command staff include meeting with commanders, presenting briefings on ACAP services, and attending staff meetings at all locations within the TSM's area. Formerly, the TSSs, who were also Department of the Army civil service employees, assisted the TSM in this capacity. Outsourcing has eliminated this backup for the TSM.

The liaison function is considered crucial for the success of ACAP and the transition center by all government and contract personnel interviewed by the research team. As a Department of the Army civilian employee, the TSM acts as an intermediary between the commanders and the contractor.<sup>9</sup> The TSM's role as liaison has been especially important during conversion to outsourcing, which is a new concept for commanders and other military personnel who are not used to working closely with contractors and have expressed some apprehension about the change. The TSMs, TSSs, and ACIMs related that as many as one-half of the commanders initially were unhappy about working with contractors and were reluctant to trust them. However, after working with the ACAP staff, the attitudes of most of the commanders toward outsourcing became more positive.

The TSM's logistics function is also crucial for the efficiency and effectiveness of ACAP because the TSMs are able to secure and coordinate facilities for ACAP briefings and workshops, and to handle other contractor needs that arise from time to time, e.g., storage of materials.

As the government POC, the TSM works with the ACIM, but does not supervise contract personnel. The TSM and ACIM at Baumholder anticipated working closely together, but their responsibilities and duties within this domain had not yet been defined during our visit. Neither the TSM at Baumholder or Kitzingen had enough experience with the new system to estimate the amount of time they will eventually spend on coordinating functions. The TSM coordinates services at all satellite and remote offices within his or her

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<sup>9</sup> One of the functions of the new ACIM is to accompany the TSM as much as possible in meeting with senior commanders to facilitate the government-contractor working relationship.

# Consolidated ACAP Major Functions Based on ACAP USAREUR as a Model

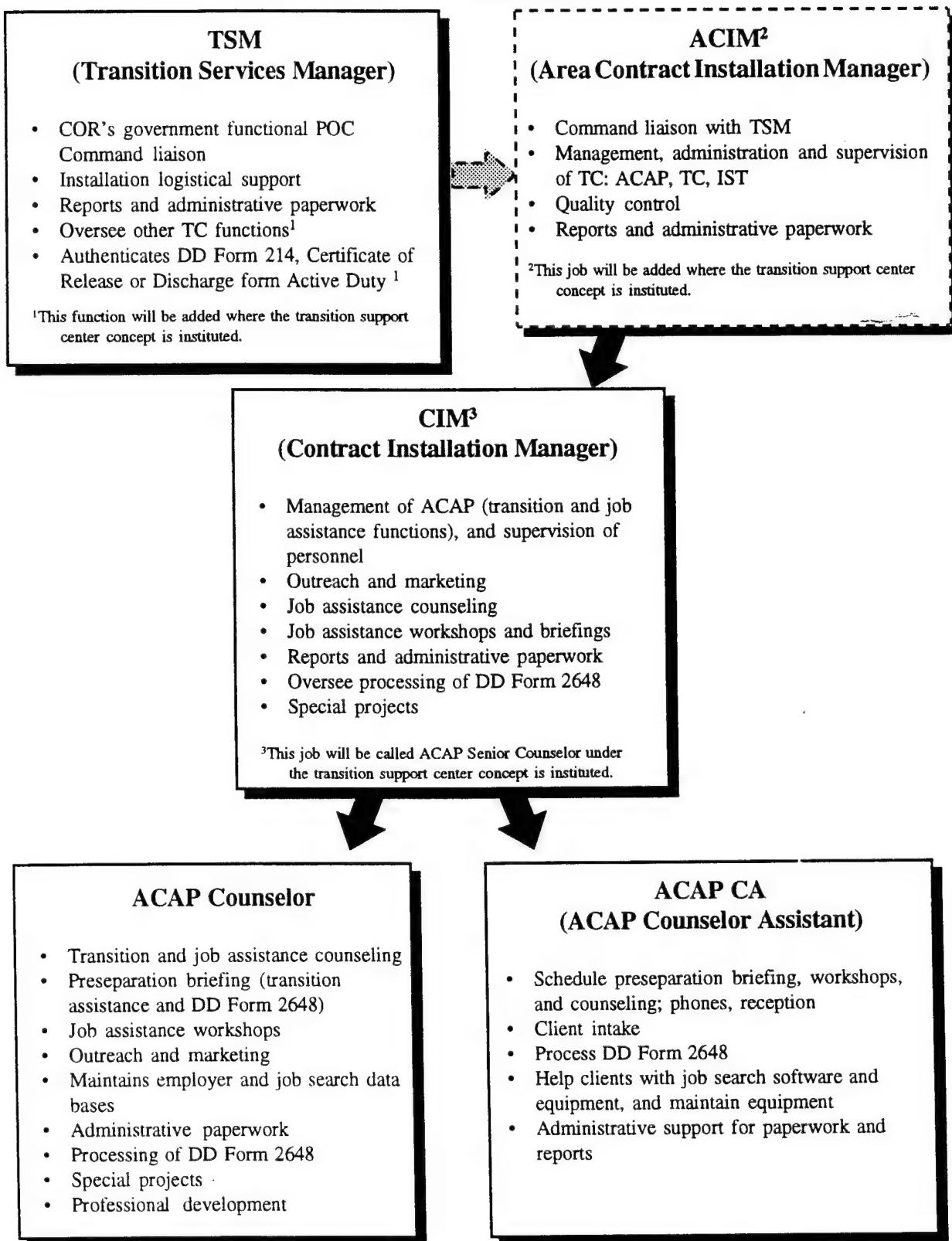


Figure 3. Consolidated ACAP Major Functions Based on ACAP USAREUR as a Model

area, and must make regular visits to monitor activities, provide liaison and logistical support, and address problems. As shown in Table 3, five of the six ACAP offices have satellite and remote offices, requiring a great deal of travel.

As mentioned above, the TSM is responsible for authenticating the DD Form 214, the Certificate of Release or Discharge from Active Duty. This activity is delegated to an alternate civil servant at satellite and remote offices and at the main location when the TSM is traveling.

**Providing Transition Assistance in the Preseparation Briefing.** ACAP is responsible for, or "owns", the preseparation and preretirement briefings in USAREUR. As in the U.S., these briefings are usually one full day, and are given on a regular basis as determined by client load. ACAP organizes and facilitates the briefings. ACAP Counselors bring in service providers to present an overview of their services, to describe mandatory requirements, and to answer questions.

ACAP's part of the preseparation briefing is about two hours. Where it was previously presented by the TSM or the TSS, the ACAP Counselors have undertaken this responsibility. The briefing covers both transition and job assistance services. In addition to presenting an overview of ACAP, the mandatory DD Form 2648 checklist is reviewed and signed. The ACAP CAs collect and process the checklists under the supervision of the ACAP Senior Counselor and submit them to the Senior Transition Specialist.

In Baumholder, where the conversion process has recently been completed, the ACAP Counselors and CAs schedule soldiers for the Job Assistance Workshop and their first individual counseling appointments during the preseparation briefing. The Counselors estimate that almost everyone, about 95 to 98 percent of separating soldiers, attends the workshop and comes in for at least one counseling session, although formal counts are not taken.

The Counselors and ACAP managers (the TSMs and ACIMs) prefer the large group ACAP preseparation briefing, and believe that the quality of material covered is the same as that in an individual or small group setting. The consensus of opinion among ACAP personnel was that the large group preseparation briefing format is superior to individual appointments and small group sessions for two main reasons. First, much of the benefits information is straightforward and must be presented to every soldier. Therefore, presenting it in a standardized format to a large group eliminates redundancy and provides the opportunity for all participants to benefit from the questions of others, which tend to be repetitive. Second, the group briefing frees up the Counselors' time to perform other duties.

On the negative side, the large group ACAP briefing reduces the personal focus on the client and prohibits tailored needs assessment and development of an ITP. The managers and counselors do not view these as serious limitations because needs assessment takes place later in the individual counseling session, and anyone needing personalized assistance is encouraged

to make an individual benefits appointment. The consensus was that less than 10 percent of the soldiers in Europe make an individual appointment.

Soldiers leaving the Service within a short time, such as the case with involuntary separations, can attend the preseparation briefing if they have time. In general, the Counselors believe that these soldiers do not have problems in the large group, especially since they can receive special assistance at their request. Those who do not have time to attend the briefing are given individual appointments. The need for individual appointments varies by installation. At Baumholder, the Counselors estimated they have an average of four special cases (i.e., "chapter" separations) a week, while at Kaiserslautern and Kitzingen there are many more (i.e., between 35 and 60 percent at Kaiserslautern).

**Area Contract Installation Manager (ACIM)**. The ACIM is a new position established by the contractor, RCI, to manage multiple functions under the transition support center concept. In both the Baumholder and Kitzingen offices, the ACIM was newly appointed to the job and, along with corporate headquarters, was in the process of defining the duties.

The major responsibilities of the ACIM are managing the contractor's operations for a given area and overseeing contract personnel. The ACIM will supervise the senior specialists for each of the three functional areas: TC, IST, and ACAP. Quality control will be a large part of the job. In addition, the ACIM will work with the TSM in interfacing with senior installation command staff to meet installation needs and solve problems that arise. Consequently, he or she will accompany the TSM on visits to the satellite and remote offices within the area, but will not perform functional duties. Although it is too early to establish the stable apportionment of ACIM time to duties, the following initial estimate was provided by one of the ACIMs we interviewed:

- ACAP            -      40%
- IST            -      10%
- TC            -      15%
- Other           -      35%.

Other ACIM duties include preparing Army and RCI reports, handling administrative tasks and telephone calls, preparing administrative paper work, traveling to satellite and remote offices, and responding to personnel issues.

**ACAP Senior Counselor**. The ACAP Senior Counselor, who reports to the ACIM, has essentially the same duties and responsibilities of the former CIM positions, but they are expanded to include the addition of transition assistance services. Since the jobs were newly staffed, the incumbents could not state with certainty the amount of time they would spend on counseling and other tasks. However, they estimated that 40 to 50 percent of their time would be spent on management of ACAP, supervision of transition and job assistance personnel, and addressing problems such as equipment breakdowns in the job assistance

office. The remaining 50 to 60 percent would be spent on counseling, workshop preparation and delivery, and outreach and marketing.

The ACAP Senior Counselor is in charge of public relations at the company level and marketing to soldiers and family members. These activities are described under the ACAP Counselor duties. The Senior Counselor is also responsible for overseeing the processing of DD Form 2648. As mentioned above, these transition assistance checklists are distributed, reviewed, signed and collected by the ACAP Counselors and Counselor's Assistants at the preseparation briefing. They are then turned into TC for placement in the soldier's 201 file, the Army soldier's personnel file. The Senior Counselor manages the ACAP satellite and remote offices, and, consequently, travels weekly to one of the offices to supervise and work with the ACAP counselors.

**ACAP Counselor**. The duties and responsibilities of the former TAO TSS have been integrated with the JAC Counselor duties in the new outsourced ACAP Counselor job. The ACAP Counselors received one week of formal training which covered all functions within the transition center. This training is supplemented by on-the-job training provided by the TSM and TSSs during the conversion period. In addition, all of the Counselors to whom the research team spoke said that they did a good deal of reading and studying at home after work hours to learn their new transition assistance duties.

When asked how the new transition assistance duties compared to job assistance functions, the Counselors told us that providing benefits information and referral services to separating and retiring soldiers was a major increase in their responsibilities because of the importance of this information to the soldiers. They expressed strong concerns that the information needs to be kept correct and up-to-date. The TSSs the research team talked with in the U.S. also expressed the same sense of criticality about providing accurate, complete and timely benefits information. However, the new ACAP Counselors in Europe said that the transition assistance information and job responsibilities were not difficult to learn.

We noted one major distinction between transition assistance services in Europe and the U.S. In Europe, Counselors do not simply provide basic information and make referrals to service providers as they do at CONUS sites. Under certain conditions (i.e., when the benefits are viewed as highly important to separating soldiers and the service providers are not located in Europe) the Counselors provide some of the information that would usually be furnished by the service provider. Information about veteran's benefits and VA home loans are examples of two topics that the ACAP counselors in Europe emphasize in transition assistance counseling.

**The Typical ACAP Client Assistance Process in Europe.** Before the outsourcing of transition assistance services, the TSSs in the TAO conducted benefits counseling in either a small group or individual session. Most soldiers were referred to the JAC for job assistance counseling. Outsourcing of transition assistance to the contractor that provides job assistance

enabled ACAP USAREUR to integrate the transition and job assistance functions. The following is a description of the new client process in ACAP USAREUR.

A soldier may learn about ACAP in one or more of several ways. First, eligible soldiers will receive a letter from the TC. The Transition Specialists in TC identify all retiring soldiers one year out, and separating soldiers approximately six months out, through the C13 Loss Roster. They send letters to the soldiers informing them about the mandatory DD Form 2648, ACAP services, and other transition requirements. Second, a soldier or family member may hear about ACAP through friends or through an ACAP advertising campaign. ACAP Counselors publicize the transition and job assistance services through a variety of media (e.g., Armed Forces Network radio spot announcements, articles in newspapers and flyers around the installation) and methods (e.g., attending monthly spouse orientation meetings and presenting special workshops). Third, ACAP counselors interface regularly with NCOs to educate them about ACAP services and mandatory requirements. The NCOs pass on this information to the soldiers in their units.

When a soldier calls or visits ACAP, he or she is immediately scheduled for a preseparation briefing. If a soldier's initial conversation is with an ACAP Counselor, the full intake is usually done at this time. The intake process includes collecting demographic information for entry into the transition and job assistance MIS, and scheduling the soldier for the Job Assistance Workshop and an individual counseling appointment. If the soldier's first conversation is with a CA, only attendance at the preseparation is scheduled. Intake will be conducted by an ACAP Counselor, with assistance from a CA, during the preseparation briefing.

Since consolidating transition and job assistance services, OCONUS ACAP uses the preseparation briefing to provide benefits information and to assist the soldier in completing the mandatory DD Form 2648. The briefing presented in Europe, which is an expansion of the briefing given by most CONUS ACAP offices, is described above in the section entitled "Providing Transition Assistance in the Preseparation Briefing." Anyone having personal questions about transition assistance after the preseparation briefing meets with a Counselor immediately or makes a later appointment. Otherwise, the next step for the soldier is to attend the Job Assistance workshop, followed by a one-on-one session with a counselor.

The two day Job Assistance Workshop is conducted at regular intervals based on the specific client load at each location. In addition, half day workshops are conducted periodically covering either resume writing or interview skills that are designed to supplement the regular workshop. A half day family member job search skills workshop is also provided as needed.

The content of the Job Assistance Workshop is the same as in the U.S., covering resume and cover letter writing, interviewing, and salary negotiation (the Departments of Labor and Veterans' Affairs do not provide transition assistance services OCONUS). At Kitzingen, the first part of the workshop is presented as part of the preseparation briefing,

which is extended to one and one-half days. The rationale for this approach is to actively start helping the soldier to prepare for civilian life as soon as possible, and to send him or her away from the preseparation briefing with an accomplishment--a mini-resume.

After soldiers receive some basic job search skills in the workshop, they meet with a Counselor one-on-one for approximately one hour. During this session the ACAP Counselor provides the soldier with personalized attention that focuses on his or her unique needs for transitioning successfully from military to civilian jobs and on job search skills that reflect the person's history and experience. Any transition assistance questions that arise during this session and later meetings are answered by the ACAP Counselor. The last 10 to 20 minutes of the initial counseling session is spent in the outer office where the Counselor introduces the soldier to the software and data bases. If the Counselor does not have time for this, then it is conducted by the CA.

The soldier usually sees the Counselor for two or three 15 to 30 minute appointments after the initial counseling session. These meetings are often conducted informally at the computer terminals in the job assistance office. The purpose of these sessions is to give the soldiers targeted feedback on their resumes and help on cover letters.

The ACAP Counselors in Europe view the integration of transition and job assistance as a major benefit to the soldier. The separate provision of the two services by distinct ACAP offices (i.e., TAO and JAC) before outsourcing led to a fragmented process for the soldier. Further, Counselors were frequently asked benefits questions they could not answer, and had to refer the soldiers back to the TAO. This required more footwork for the soldier, perhaps another appointment, and talking with another counselor. The consolidation of ACAP functions, which followed from outsourcing of transition assistance to the contractor already providing job assistance, streamlined the delivery of services to the soldier. In addition, the ACAP Counselors also said that they like the integrated services because they have a fuller picture of the transition process, and can help the soldier with a wider range of needs.

**ACAP Counselor Duties.** A typical ACAP Counselor's day includes the following activities:

- an average of four hours of individual counseling sessions, with a maximum of six hours;
- two hours of follow-up visits; and
- two hours of administrative work (including correspondence and group critiquing of soldier resumes), preparation for workshops or briefings, and marketing and outreach.

Depending upon the installation, some number of soldiers come to ACAP each week who must process out within a short time for various reasons, e.g., medical separation. The

Counselors at Baumholder estimated that they see about four "chapters" a week, while at Kaiserslautern between 35 and 60 percent of the soldiers they see are separating because of chapter actions. These soldiers usually require an immediate benefits and job assistance counseling appointment, and are worked into the regular schedule. At installations where the proportion of chapters is fairly high, this can be a constant disruption to the office schedule.

Professional development is a monthly activity. RCI also conducts two nonmandatory professional development seminars a year, for which the ACAP Counselor must pay if he or she wants to attend. Job Fairs are periodically put on in Europe by the Department of Defense and the Air Force, who fly in employers from the U.S. The Counselors bring a portable JAC system and describe ACAP services to soldiers.

There was no formal collection of customer satisfaction data for the transition assistance services under the TAO in Europe and this remains the case under the new system. Customer critique sheets are collected regularly at the end of the Job Assistance Workshop and by the CA when the soldier is about to finish using ACAP services. This information is included in the monthly CIM report.

In conclusion, the ACAP Counselors seem to like providing transition assistance to soldiers. They see this as a very important responsibility and do not find it difficult to learn the new job content. The Counselors stated that benefits questions come up throughout the separation process and that integrating the two functions is a better way to provide the services than to divide them between two distinct offices with two separate staffs.

**Counselor's Assistant.** The former TSA jobs at both Baumholder and Kitzingen were wholly transferred to the contractor's operation. At Baumholder, the new CA was at first assigned to the outer office. However, after a short time, one of the CAs was assigned to provide administrative support to the ACIM, and to help in the outer office as time permits. The duties of the new CA job are to: help clients with software and data bases, maintain equipment; process DD Form 2648; answer the telephones; schedule soldiers for the preseparation briefing, workshops and counseling sessions; and provide administrative support. Administrative duties include producing TAO and JAC MIS reports, conducting client intake, entering demographic data, processing DD Form 2648 checklists, and providing clerical support to the ACIM. Both the TAO and JAC MIS will be used for record keeping until the two systems are integrated. The ACAP CAs also help the TC, which does not have an administrative assistant, by sending out notification letters to soldiers.

## Chapter 4

### Conclusions and Recommendations

The purpose of this project was to assess the feasibility of outsourcing ACAP's transition assistance functions and integrating them with the job assistance functions, which are currently outsourced. Based on the qualitative analysis of the interviews conducted in the U.S. and Europe, which are summarized in Chapter 3, the HumRRO and Levin-VHI, Inc. research team concludes that the separate provision of transition and job assistance services is inefficient for the soldier, the unit, and ACAP. Therefore, we recommend that ACAP consolidate these services. Further, since transition assistance is a support function, rather than an inherently governmental function, we believe that ACAP transition assistance services can be outsourced to a private contractor.

Appendix A presents the Consolidation and Contracting for CONUS ACAP Offices: The Case for a Waiver of OMB Circular A-76 Requirements for a Full Cost Comparison. This document was prepared as a separate requirement in this project. It provides additional justification, based on a cost-benefit analysis of ACAP transition assistance services, for privatizing these services as a strategy for reducing costs and improving efficiency while maintaining the same or greater quality.

In this chapter, we present our conclusions about the gains in efficiencies and effectiveness that can be obtained by consolidating the TAO and JAC, several potentially hidden costs of outsourcing, and strategies for reengineering some of ACAP's procedures.<sup>10</sup>

#### **Efficiencies Gained from Integrating Transition and Job Assistance Functions**

##### **Streamline ACAP Process for the Soldier**

The major efficiency gained from integrating the transition and job assistance services translates into saved time for the soldier. Instead of having to follow a fragmented process that requires two appointments with counselors in different ACAP offices, sometimes in different locations, the soldier would follow a streamlined, continuous process in one office with one set of staff members. The two separate intake processes would be replaced with one, and a single Counselor would provide assistance with transitioning out of the Army and searching for a civilian job.

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<sup>10</sup> An earlier study conducted by the U.S. Army Cost and Economic Analysis Center (CEAC) in July, 1994, entitled "Army Career and Alumni Program Economic Analysis", examined the cost-effectiveness of contractor- versus government-provided job assistance services. In addition, CEAC considered seven non-quantifiable benefits in its analysis. The findings of the CEAC study should be considered by Army decision-makers along with those of this study in determining whether to outsource ACAP's transition assistance functions. The executive summary of the CEAC study is presented in Appendix E of this report.

Presently the TAO and JAC have separate, incompatible MIS. ACAP has begun to integrate them, but many offices use the old systems. The Baumholder office developed a single demographic information sheet that the soldier completes once, but which includes the different types of information required by each MIS. The use of this procedure shortens the intake process for both the soldier and ACAP by eliminating duplication of paperwork. The data must still be entered into both systems independently, but this will end when the systems are combined. All ACAP offices should consider adopting Baumholder's demographic information sheet.

### **Improve Efficiency of Counseling Processes**

There are three potential sources of efficiency which can be obtained from combining transition and job assistance counseling. The first source of efficiency is integrating transition assistance counseling into job assistance counseling, rather than keeping them as two separate processes accomplished by different individuals. This strategy works particularly well when most of the benefits information is given during the preseparation briefing. Following the briefing and job assistance workshops, the client meets with an ACAP Counselor for an individual counseling session that covers both benefits and job search skills. Baumholder Counselors have found that minimal additional transition assistance is needed after the briefing. Their main function has been to answer short benefits questions that arise as the soldier conducts his or her job search. Although it was still early in the conversion when we interviewed the ACAP Counselors at Baumholder, they told us that they were able to accommodate benefits questions without sacrificing important job assistance or lengthening the initial and follow-up appointments.

The second source of efficiency from integrating transition and job assistance counseling is that when soldiers' benefits questions naturally arise during the job search process, they can be answered by the same counselor that the soldiers have seen for job assistance. ACAP Counselors at Baumholder told us that benefits questions often arise throughout the job assistance counseling process, which could not be answered by the JAC Counselor when the functions were separate. For example, clients frequently raise questions about their educational histories when developing their resumes. Previously this would have required a referral back to TAO, and another one to the Education Center. This moving back and forth between TAO and JAC meant additional time and inconvenience for the soldier. Since consolidation, Counselors refer clients directly to service providers, making the transition process smoother and more efficient for the soldier.

The third source of efficiency is obtained by consolidating the transition and job assistance needs assessments. As originally designed, both the transition and job assistance initial counseling sessions begin with a needs assessment. Although the emphasis of each process is different (informing the soldier about his or her military benefits versus teaching the soldier basic job search skills), the counselor's goals in both cases are to learn about the soldier's military work history, education, family situation, and relocation plans, and to help

develop a tailored transition plan that fits his or her unique needs. Combining the two needs assessments alleviates duplication.

### **Greater Use of Job Assistance**

A potential benefit from consolidating transition and job assistance services may be increased use of the Job Assistance Center. Throughout our interviews in the U.S. and Europe, the consensus was that more than 90 percent of soldiers who attend the preseparation briefing or come in for individual counseling go to the JAC. Although this utilization rate is quite high, it will probably increase if scheduling for the JAC workshop and counseling are conducted at the same time.

### **Eliminate Duplicate Outreach and Marketing**

When transition and job assistance are separate, the TSSs and JAC counselors are responsible for marketing to unit NCOs, soldiers and families. They use basically the same strategies of attending family support group meetings, interfacing with unit NCOs, writing articles for local newspapers, creating and disseminating flyers, and developing local TV and radio spot announcements. These activities account for 10 to 20 percent of the TSS and JAC Counselor workload. Combining the transition and job assistance functions will mean that both programs can be marketed simultaneously. This will probably save a small proportion of the effort that is expended on independent marketing activities, but will not require a substantial amount of additional time for an ACAP counselor.

### **Eliminate Duplicate Client Intake Processes and Administrative Support Tasks**

The TAO and JAC have separate administrative assistants. Each TAO and JAC usually has one support position, but in large offices, e.g., Fort Bragg, there are two or more. Combining the transition and job assistance functions will reduce some of the administrative burden. The major savings will be gained from streamlining the intake and scheduling processes. Soldiers will be able to make one phone call or one walk-in visit, instead of two. The DD Form 2648 requirement will remain, but demographic data will be collected only once. ACAP is presently integrating the TAO and JAC MIS. Once this occurs, the client will be registered in one instead of two MIS systems.

### **Changes in the TSM Role with Outsourcing**

Everyone to whom the research team talked in the U.S. and Europe stressed that retaining a TSM is crucial to the viability, smooth functioning, and success of a fully privatized ACAP. The TSM is necessary for installation command liaison and logistical support. The liaison role is important because most Army commanders have not worked with contractors before and many are initially reluctant to do so. The TSM gives the contractor legitimacy in the Army system, and is necessary to obtain facilities and equipment and to help the contractor comply with government regulations, e.g., signing DD Form 214.

In Europe, the TSM has taken on oversight of two additional services, TC and IST, and will be required to do more traveling since satellite and remote offices will not have Department of the Army civil servants to assist with liaison and logistics. Consequently, the redesigned TSM job is probably a full-time position in Europe where ACAP has an area or regional structure. Further examination of the TSM job should be conducted in the U.S. to reassess the workload after outsourcing, especially at installations where the workload before privatization is low to moderate. In some geographic areas it may be possible to have a regional TSM who serves more than one installation. This will depend upon the size of the posts involved, the distances apart, the perceived value of ACAP to installation command and, the expected future client load. Another alternative is to have dual- or multi-hat TSMs. In other words, the TSM could manage one or more of the other programs (e.g., the Education Center or Transition Point) along with ACAP, or assume additional duties in other offices on the installation, e.g., the Adjutant General's office or the office of the Director of Personnel and Community Affairs (DPCA).

### **Clearly Define ACAP Jobs**

Developing well-defined descriptions of the jobs in a privatized ACAP, especially for the TSM, CIM, and ACIM, will improve the effectiveness of the program in four important ways. First, defining job responsibilities will help to identify the government's needs and any potential problems (e.g., gaps in functions) that may arise during the conversion. Second, defining the jobs before conversion will help to standardize the functions and services throughout the U.S. Third, clearly defining jobs and government-contractor spheres of responsibility will help to reduce uncertainty for the government and contract personnel, as well as installation command staff, during the conversion process. Finally, a description of the new ACAP organization and job structure can be used as a marketing tool to installation commands and at Army Headquarters.

### **Develop and Market an Outsourcing Implementation Plan**

TAO personnel in the U.S. and Europe expressed concerns about the effects of outsourcing on relations with installation commanders and other military staff, ACAP services, and Department of the Army civil service employees. Their comments focused primarily on an absence of information about outsourcing plans. Several staff members related that in the early phase of the conversion process (which included other transition services outside of ACAP, i.e., TC and IST), they had difficulties working with commanders because of inadequate written documentation describing the outsourcing initiative. One of the staff members' major concerns was that the problems that occurred during conversion reflected negatively on ACAP and on the staff's personal working relationships with commanders.

All TAO personnel in the U.S. and Europe stated that the contract personnel provided high quality job assistance services. However, several people expressed concerns about whether contract employees could provide high quality transition assistance to enlisted

personnel, and especially to officers. This concern was most acute in Europe where the TAO provides expanded information on certain services (e.g., veteran's benefits, unemployment benefits, and VA home loans) when service providers are not located overseas. Additionally, many TAO staff members expressed dissatisfaction with outsourcing and the prospect of having to leave their jobs at ACAP. Many of the people we interviewed expressed a strong commitment to ACAP and a belief in the importance of helping soldiers transition to civilian life.

The reactions to privatization expressed by Army civil service employees, along with their accounts of work-related difficulties during the conversion process, suggest that greater planning and formal management of the change process are needed. Better dissemination of information throughout the conversion process, coupled with a strategy for working with ACAP civil servants and the installation command structure, would reduce stress and produce a more effective conversion process both within ACAP and the installations.

We recommend that ACAP develop an Outsourcing Implementation Plan Briefing Package that provides information on privatization and the conversion process for ACAP personnel and the installation commands. ACAP could use the briefing to address the changes in Army culture that will be needed to accommodate greater use of contractors. As an example, the briefing could identify outsourcing as a major culture change in the Army and describe what it will mean for the way the Army does business. This briefing could be a prototype for the Army based on ACAP's experiences as a Reinvention Laboratory. The outline should address:

- the conversion process and why it is taking place;
- lessons learned by ACAP about converting to outsourcing and what privatization means for daily operations;
- the new roles of government personnel and contractors; and
- ideas on how to create new partnerships between the Army and contractors.

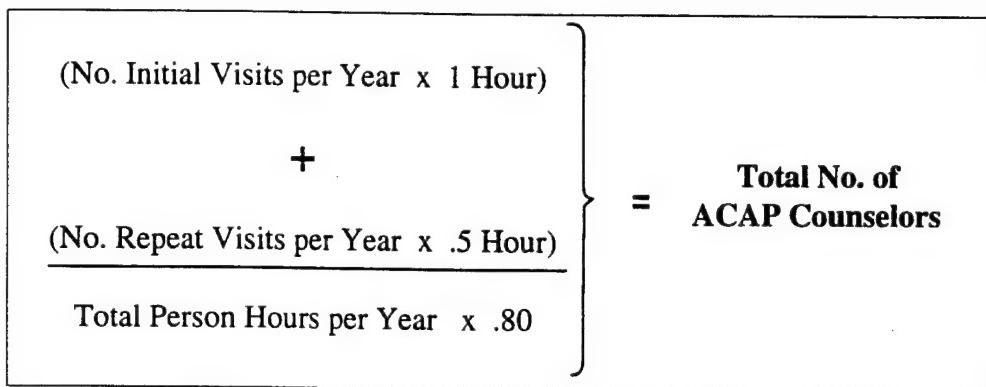
#### **Changes in ACAP Staffing through Consolidation of the TAO and JAC**

We anticipate that three major changes in ACAP's staffing level can be obtained through consolidation.

**Reduction in the Number of ACAP Jobs.** Comparison of Figures 1 and 2 with Figure 3 in Chapter 3 shows that consolidating transition and job assistance functions will reduce the number of jobs in ACAP offices from a total of six, when the TAO and JAC are separate, to four. The reduction is obtained by combining the TAO and JAC counseling and administrative assistant jobs. If ACAP becomes part of a broader transition support center, then an additional job, the ACIM, may be added. The ACIM will be responsible for managing all of the transition center functions.

**Reduction in the Number of Counselors.** By changing one major procedure (presenting initial Army benefits information in a large group setting instead of in individual sessions), and eliminating redundancies, the number of ACAP counselor positions can be reduced at many installations.

Figure 4 presents an ACAP Counselor Workload Model that is designed to estimate the total number of Counselors needed in a consolidated ACAP office.



*Adapted from ACAP TAO Client Count Report*

**Figure 4. ACAP Counselor Workload Model**

The workload model is based on the following assumptions:

1. The initial transition and job assistance counseling session averages one hour;
2. Follow-up visits average 30 minutes, and
3. ACAP counselors spend, on average, 80 percent of their time counseling, with the remaining 20 percent dedicated to other duties.

Use of the formula in Figure 4 to calculate the number of full-time ACAP Counselors will result in fewer Counselors than required by the independent TAO and JAC because the initial counseling session is reduced from one hour each for transition and job assistance counseling to one hour for a combined session. This assumes that initial benefits information and completion of the DD Form 2648 take place in a large group briefing that is approximately two hours in length.

Although it is not shown in Figure 4, counselors for the current contractor work substantially more hours per year than federal civil service employees because they receive

fewer paid days off for annual and sick leave. Consequently, Total Person Hours per Year, the divisor in the equation in Figure 4, will be larger for contract personnel than for federal civil service personnel. This will reduce the total number of contract ACAP Counselors needed to handle the same number of clients seen by civil service employees.

**Potential Reduction in Administrative Staff.** Staffing decisions on the number of administrative positions needed in the consolidated ACAP office should be made on an installation basis, because they will largely depend upon projections of average number of clients per month and on the current workloads of the TSA and CA. Integration of the TAO and JAC should reduce the administrative workload. We anticipate that efficiencies will be gained by streamlining the client intake and scheduling processes. Further, combining the TAO and JAC should reduce paperwork.

### **Potential Hidden Costs of Outsourcing**

#### **Costs of Government Supplied Equipment and Services**

The research team identified three hidden TAO costs that may be overlooked when estimating outsourcing costs and benefits. One, by virtue of being a government organization, the TAO benefits from the use of government equipment (e.g., telephones, fiber optic cables needed for computers, replacements and upgrades of furniture, new automation equipment and software, vehicles) that probably is not available to the contractors. The contractor's costs for this type of equipment should be included in estimating the costs for outsourcing transition assistance. Two, the Fort Bragg TAO office relies on work study students, whose salaries are paid for by the Department of Veterans' Affairs, for up to 80 hours a week. These students perform a number of administrative functions and are integral to the Fort Bragg TAO office. Since their internship specifies that they must work for a government agency, they may not be available to a contractor, who would have to hire contract employees to perform the same functions. The labor costs for this positions should be included in a cost-benefit analysis. Three, job fairs are currently funded, organized and run by the TAO, often with assistance from the posts. Adding time and effort for the preparation, organization and coordination involved with the job fairs to the contractors's responsibilities is likely to be a major addition of work for all employees. The costs of running job fairs should be included in outsourcing cost estimates if the contractor is expected to take on this responsibility.

### **Strategies for Reengineering ACAP Processes**

#### **Provide Transition Assistance in a Large Group Preseparation Briefing**

We recommend that in all ACAP offices initial transition assistance and review of DD Form 2648 be conducted in a large group session (e.g., the preseparation and preretirement briefing), instead of in individual counseling appointments. This change could be implemented independent of outsourcing. The large group briefing probably does not save the individual soldier time, but it does make better use of the ACAP Counselors' time, and

provides the same or greater quality benefits information. Many Counselors in the U.S. and Europe told us that presenting benefits information in individual appointments was highly monotonous and repetitious in terms of the services provided and the questions asked. They said that the information presented in the briefing, and assistance in completing DD Form 2648, were comparable to the services provided in the individual sessions. Some individual attention is lost in the large group setting but it can be made up through follow-up individual appointments for those who feel they need personal attention, and in the job assistance counseling session.<sup>11</sup>

In summary, our assessment is that the benefits information and questions of soldiers are fairly standard, with approximately 10 to 30 percent needing tailored assistance. A large group preseparation briefing, combined with individual appointments for those who request them, appears to be a good way to present benefits and service provider information to separating soldiers. It also reduces the redundancy and monotony of the task for counselors and frees them up for more challenging activities.

#### **Eliminate duplication in Reviewing DD Form 2648 and ITP**

Transition assistance uses two formats for assessing soldiers' needs and referring them to appropriate service providers: DD Form 2648 and the ITP. As described in Chapter 3, DD Form 2648 is a checklist of general categories of transition services and benefits, e.g., employment assistance, relocation assistance, education/training. It lists the types of services or benefits available within each category, and includes spaces for checking off whether the item applies to the spouse or service member, and space for writing in the referral organizations.

The ITP is the first item on the DD Form 2648 and is designed to be a more complete planning and assistance tool. The ITP is an automated transition assistance counseling tool developed for ACAP TAO and is produced by the counselor via the TAO MIS. A hard copy is printed out for the soldier and acts as a guide to the soldier in pursuit of benefits and services. A separate page is printed out for each service the soldier needs and contains: the service organization's name, location, hours of operation, phone number, contact person, and specific services available. The bottom half of the form contains an evaluation checklist for that service provider.

The ITP provides more details about the services and benefits than the DD Form 2648, but is largely redundant. There was some discrepancy of opinion among TSMs and TSSs

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11 There was some discrepancy of opinion among TAO staffs across locations in the U.S. about whether soldiers need to have tailored, one-on-one transition counseling. In general, the staff members felt that the large group settings were more beneficial for the soldiers because they were exposed to a large number of questions from other participants. They also said that soldiers are used to working and training in groups and respond to group settings very well. However, TAO personnel from one small office felt that soldiers need individualized attention afforded to them in a one hour counseling session.

across locations in the U.S. about whether soldiers need individual, tailored transition needs assessments. Our interviews indicate that the ITP often is not used in counseling because the TSSs consider it to be largely redundant with the DD Form 2648. One office created a shorter form that provides the basic service provider information more concisely. None of the offices we visited collected the service provider evaluation sheets.

### **Improve Quality Assurance and Monitoring of Customer Satisfaction**

Although a brief customer evaluation is included as the last page of the ITP, the TAO does not have a formal, standardized customer evaluation system. The ITP evaluation form is not used in most locations, and when it is, it is often completed at the counselor's desk at the end of the counseling session, hampering confidentiality. The JAC collects customer satisfaction data on the workshops and counseling services and the results are reported to the contractor and COR headquarters monthly. However, the JAC customer satisfaction survey is limited in the scope of activities covered.

We recommend that ACAP revise both the transition and job assistance customer evaluation surveys and institute a formal Quality Assurance System for collecting data on all aspects of ACAP services. These data should be used as a program management tool throughout ACAP to identify the strengths and weakness across and within ACAP offices' performance measures and to evaluate whether ACAP is meeting Army and soldier needs. Such proactive survey development and implementation activities will allow ACAP to respond to potential critics, policy makers, and overseers. Furthermore, the resulting data can be used within a formative or process evaluation framework to provide programmatic improvements as necessary.

A customer satisfaction survey also adheres to the principles of the National Performance Review calling for the Federal Government to be customer-driven. The 1993 Executive Order challenges the Government to provide those served by its agencies or departments the highest quality of service. It specifically calls for agencies to "survey customers to determine the kind and quality of services they want and their level of satisfaction with existing services" (Executive Order 12882, September 11, 1993). The President also called upon the Federal Government to report on customer satisfaction surveys and to use the results to judge performance and make resource allocations.

As the TAO is privatized, it is important to ascertain whether the integrity of the Army's transition program remains intact, and to ensure that the quantity and quality of the services offered do not suffer. Not only is a customer satisfaction survey called for, but its implementation should precede privatization efforts. Measuring satisfaction both before and after privatization will allow ACAP to address concerns emerging from U.S. installations, as well as from oversees, about the maintenance of quality transition and job assistance services.

Fielding a short survey during the course of outprocessing (i.e., subsequent to needs assessment but before completing use of ACAP services), can inform Army policy makers regarding the quality of, and satisfaction with, transition and job assistance services and activities. For example, it would be prudent to ask transitioners about such things as: advertising awareness of services; the timeliness of their initial ACAP contract; whether the mandated transition subjects were covered and how well they were covered; how well they understand the civilian jobs related to their MOS; the quality and satisfaction with counseling; knowledge/awareness of transition service providers; access to services, seminars, and workshops; evaluation of supervisor/commander support for use of transition services; whether any follow-up occurred, and so forth.

**Standardize Procedure for Identifying Separating Soldiers.** We found a great deal of variation in the soldier notification/outreach process; every office handles outreach a little differently. Some use the C13 Loss Roster to identify separating and retiring soldiers and to send letters to unit Counselors or directly to the soldiers; some use advertising and public relations strategies; others rely on the preseparation briefing. The process of identifying soldiers should be better defined and formalized since it is the channel for accessing clients. Currently, there is no system for tracking whether soldiers slip through the cracks. This could become a larger issue with outsourcing unless a formal, well-defined procedure is set up to identify soldiers required to complete DD Form 2648 and eligible for job assistance.

**Improve Communication Among ACAP Offices.** ACAP has two sources of communication that serve as links among the field offices and between headquarters and the field. The first, JAC Connections, is a monthly newsletter produced by the contractor. The CIMs and JAC Counselors contribute articles regularly, and TAO staff are encouraged to participate. The newsletter presents any issues and information relevant to the program, but focuses mainly on job assistance information. It is distributed to staff members in the TAO and JAC and to other stakeholders, e.g., the major commands (MACOM). JAC Connections is intended to serve as a vehicle for sharing information and ideas. A recent initiative by the TATD Chief created a monthly newsletter from ACAP headquarters directly to the field. It is designed to provide timely information from headquarters to the field offices on relevant issues, policies and internal Army changes.

In addition to these newsletters, we recommend that ACAP consider additional strategies for linking TAO and JAC staff members across field offices. We observed that there is little direct communication among ACAP offices, both for the TAO and JAC. Several people in different offices raised similar issues and we felt they would benefit from sharing their experiences. Increased interaction would facilitate greater sharing of ideas and problems and improve the search for innovative solutions.

An example of the potential benefits that can be derived from better communication across ACAP offices is a creative, proactive solution to a problem developed by the TSM of Fort Drum. As already mentioned, identification of separating soldiers is an important function of ACAP. Manual checking of the C13 Loss Roster is time-consuming and accounts

for one-quarter of the TSA's workload in one office. Fort Drum's TSM developed a computer program that downloads data from the SIDPERS data base into a supplemental TAO data base. Then the TSA automatically identifies clients and generates letters to notify/remind the transitioning soldiers of ACAP services. This process takes approximately two days per month of TSA time, a significant savings over the approximately five days one TSA spends doing the same task manually. If the TAO field offices had more direct communication, this innovative solution to a problem faced at all installations probably could have been instituted throughout the organization.

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## **APPENDIX A**

### **Consolidation and Contracting for CONUS ACAP Offices: The Case for a Waiver of OMB Circular A-76 Requirements for a Full Cost Comparison**

# **HumRRO**

## **CONTRACT FOR MANPOWER AND PERSONNEL RESEARCH AND STUDIES (COMPRS) FOR THE U.S. ARMY RESEARCH INSTITUTE (ARI)**

### **COST ANALYSIS OF THE ARMY CAREER AND ALUMNI PROGRAM'S (ACAP) TRANSITION ASSISTANCE OFFICE (TAO) SERVICES**

#### **A-76 WAIVER PACKAGE**

#### **CONSOLIDATION AND CONTRACTING FOR CONUS ACAP OFFICES: THE CASE FOR A WAIVER OF OMB CIRCULAR A-76 REQUIREMENTS FOR A FULL COST COMPARISON**

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## **1. INTRODUCTION**

It is the policy of the federal government to rely on competition from the private sector to insure that commercial activities within the federal government are performed as efficiently as possible. Office of Management and Budget (OMB) Circular A-76 articulates this policy. It delineates the process required to subject commercial activities--activities that can be performed by private sector firms--to the competition of the private sector for their performance. This process, which generally requires a formal cost study of an in-house activity before subjecting that activity to private sector competition, is designed to insure that efficient solutions are achieved. However, it is recognized that in some instances the lengthy process is, itself, an impediment to competition and is inconsistent with the policy to rely on the private sector for the performance of commercial activities, when it is economical to do so. For example, in *Directions for Defense: Report of the Commission on Roles and Missions of the Armed Forces*, May 24, 1995, it is noted that:

“Over the years, this concept [the right of in-house staff to compete for the performance of commercial activities] evolved into a rigid requirement for detailed and lengthy cost-based justification before outsourcing any activity involving more than 10 government employees. This requirement, embedded in OMB’s “A-76” Circular and in law, is inconsistent with the basic policy preference for private enterprise. It stifles initiative and hamstrings efforts to streamline operations.”

OMB Circular A-76 provides a remedy, in the form of a waiver, for those instances when the formal requirements of OMB Circular A-76 stand in the way of competition and efficiency, rather than promoting it. This is an application for a waiver from certain provisions of OMB Circular A-76 and its implementing directives in the Department of Defense and Department of the Army to contract the transition services provided by the Army Career and Alumni Program and to serve as a model for other agencies faced with the same dilemma.

### **1.1 Background**

The Army Career and Alumni Program (ACAP) provides transition assistance to Army soldiers and their family members who are separating from active service and to Army civil servants who are leaving their current Army position. It consists of two related functions. The Transition Assistance Office (TAO) provides assistance and referral services to transitioning Army members regarding post-service benefits and other issues related to the

separation. The Job Assistance Center (JAC) provides employment counseling services and access to job leads to transitioning members. ACAP centers exist at almost all Army major installations in both the continental United States and overseas.

In most installations, the TAO function is staffed by in-house Army civil service specialists and staff assistants. Typically, there are three or four full-time equivalent Department of the Army civilians staffing this function at the installation, and in no case are there more than nine in-house civilian personnel at any installation. Across all ACAP offices in the United States, there are fewer than a total of 133 Department of the Army full-time equivalent civilians performing the transition assistance ACAP function at 35 installations.<sup>1</sup> The JAC function has been contracted out to the private sector from the inception of the program.

For reasons of economic efficiency, the ACAP headquarters wants to consolidate the TAO and the JAC functions so that the same set of counselors will provide both transition assistance and referral (the TAO function) and job assistance counseling (the JAC function), and to contract for the performance of the consolidated function. The efficiencies gained will be directly related to (a) economies achieved through the consolidation of the two functions; and (b) the more efficient operation and pricing of services through the competition resulting from contracting out.

## 1.2 Purpose

This is a request for a waiver from certain provisions of Office of Management and Budget (OMB) Circular A-76, and its implementing directives and instructions in the Department of Defense and Department of the Army, in order to contract out for the consolidated ACAP functions without performing a full cost comparison.<sup>2</sup> A direct

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<sup>1</sup> As will become clearer below, conversion of CONUS ACAP offices will affect fewer than 113 civilian employees at 28 installations.

<sup>2</sup> Department of Defense Directive 4100.15 and Instruction 4100.33 implements the provisions of OMB Circular A-76 and its Supplemental Handbook for the Department of Defense. In addition, however, DoDD 4100.15 and DoDI 4100.33 contain Defense specific laws and regulations governing commercial activities and contracting in the DoD. Army Regulation AR 5-20, "Commercial Activities Program", is the implementing directive for the Department of the Army. The *OMB Circular A-76 Revised Supplemental Handbook, Performance of Commercial Activities*, Executive Office of the President, Office of Management and Budget, March 1996, was issued as this paper is being written. The DoD implementing instructions and directives have not yet been revised to account of the change in the Supplemental Handbook. We will, where possible, attempt to cite implementing directives only where they do not contradict the recently revised *Supplementary Handbook*.

conversion to contract without a full cost comparison is permitted under OMB Circular A-76 for activities with 10 or fewer full time equivalent civilians:

"5. Activities with 10 or fewer FTE.--Commercial activities involving 10 or fewer FTE may be performed by in-house, contract or ISSA performance, without cost comparison, if the contracting officer determines that offerors will provide required levels of service quality at fair and reasonable prices."<sup>3</sup>

It is also permitted for activities with more than 10 FTE if affected in-house civilians can be reassigned to equivalent positions:

"6. Activities with 11 or More FTE.--Commercial activities may be converted to contract or ISSA performance, without cost comparison, if fair and reasonable prices can be obtained through competitive award and all directly affected Federal employees serving on permanent appointments are reassigned to other comparable Federal positions for which they are qualified. In no case, shall any commercial activity be modified, reorganized, divided or in any way changed for the purpose of circumventing the requirements of this paragraph or this Supplement."<sup>4</sup>

The ACAP office's TAO function is staffed by fewer than 10 FTE at each CONUS installation. Hence, the "under 10 FTE" rule would apply for conversion installation by installation. However, it is much more efficient to convert all ACAP offices at once, in which case there are approximately 113 FTE involved in the conversion. This waiver is sought in accordance with OMB Circular A-76 Revised Supplemental Handbook, Policy Implementation, Part 1, Chapter 1, section E (p.5):

- "2. Within the Department of Defense, the authority to issue general cost comparison waivers may be delegated to the Service Assistant Secretary or Department Agency Head, without further delegation.
3. Waivers shall be granted only as follows:
  - a. A written cost comparison waiver will be prepared and signed by the authorized waiver official. The waiver will be accompanied by a detailed determination that the conversion meets the following requirements:
    - (1) The conversion will result in a significant financial or service quality improvement and a finding the conversion will not serve to reduce significantly the level of competition in the future award or performance of work; or

---

<sup>3</sup> OMB Circular No. A-76, Revised Supplemental Handbook, Performance of Commercial Activities, March 1996. Part I--Policy Implementation, p.4.

<sup>4</sup> Ibid.

(2) The waiver will establish why in-house or contract offers have no reasonable expectation of winning a competition conducted under the comparison procedures of the Supplement."

A full cost comparison is, administratively, very costly and may delay the realization of the efficiencies and savings from consolidation and privatization by several years. Further, consolidation and contracting through direct conversions in a "piecemeal" fashion--installation by installation--is likely to result in greater contractor costs, greater heterogeneity in the types and quality of services provided across installations, and a longer period of transition to the most effective organization for the MACOMs. Finally, there is effective price competition for ACAP services available in the private sector and, in fact, conversion of the TAO function to contract is necessary to realize competition for services in this area. There is not a reasonable expectation that an in-house operation could win a price competition. In particular:

1. There is effective private sector price competition, as evidenced by the competition we have held in this area, the cost savings from the direct conversion experience, and the number of firms performing this commercial activity. Moreover, the savings from consolidation and contracting out for all remaining CONUS ACAP offices is substantial. Finally, future competition will be enhanced, not impeded, by contracting out.
  - The type of commercial services required by ACAP are readily available in the private sector. For example, when the JAC function was initially competed in FY 1991, there were approximately 20 technically qualified offerors.
    - In contrast, there has been no competition for services in the TAO function.
  - About seven direct conversions<sup>5</sup> of the TAO function in CONUS installations have been, or are the process of being, completed. In these direct conversions, where the TAO and JAC functions have been consolidated and performed by contractors. We estimate that the average savings has exceeded 50% of the pre-conversion cost of TAO function, excluding the cost of the transition assistance manager.
  - The JAC and TAO functions are currently being consolidated and privatized at Army installations in Europe.
  - All ACAP sites in Europe will be converted to contract by September 1996.

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<sup>5</sup> Direct conversions to contract operation are permitted without a cost comparison with an in-house operation if the commercial activity involves 10 or fewer full-time equivalent in-house civilians. See, for example, AR 5-20, pp. 2-15.

- We anticipate savings to be approximately 60% in the first year, and approximately 70% in subsequent years in Europe.
- 2. There is not a reasonable expectation that an in-house operation could win a price competition because (a) it is questionable that in-house personnel would be qualified to perform the consolidated function; (b) the in-house personnel would have to take over the performance of functions formerly contracted out; and (c) the reductions in cost likely to be required to win a bid, if there were a qualified in-house team, are not credible:
  - First, for in-house civilians to perform the TAO function at the same additional cost as that function is now being performed under contract at installations that have directly converted to contract would require about a 50% reduction in current staff, or a significant downgrading of positions coupled with a more modest reduction in staff. It is not reasonable to expect that either of these would occur.
  - Second, in-house personnel would be required to perform the JAC function--providing job assistance counseling to soldiers most of whom will be seeking jobs in the private sector. Currently, there is no in-house capability to provide job assistance counseling for private sector jobs.<sup>6</sup> Moreover, many in-house transition assistance specialists would not meet the education and experience requirements for job assistance counseling currently required of contractor staff performing that function.
  - Third, and related to the first point, to perform consolidated JAC and TAO functions at the same cost to the Army as the total cost of those ACAP offices that have been consolidated and contracted out under direct conversions would require that in-house personnel perform both the JAC and the TAO function at only slightly greater cost than they are now performing the TAO function alone. Specifically, in the case of Ft Myer, they would not be able to hire an additional full-time counselor, and remain at or under the contractor cost. Hence, there is not a reasonable expectation that they could successfully compete with the private sector in this area.
  - Fourth, a recent U.S. Army Cost and Economic Analysis Center (CEAC) study concluded that contract provision of job assistance services -- the most resource intensive component of the consolidated ACAP -- is more efficient and effective than government provision of these services.

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<sup>6</sup> Moreover, many large private sector corporations prefer to contract for this type of service with firms specializing in that area, both as a matter of transition assistance policy and because they believe that it is inefficient to develop that expertise in-house. For example, American Telephone and Telegraph (AT&T), which is the Malcolm Baldrige award winner in the area of transition assistance, contracts out for job assistance counseling.

In the remainder of this report, we elaborate on the points made in this section. Section 2 discusses the nature of the ACAP functions and services, the benefits from consolidating the JAC and TAO functions, and the rationale for contracting out the consolidated function. Section 3 discusses the Commercial Activities process, and its provisions as the process affects the streamlining of ACAP. Section 4 presents evidence, in the form of case studies, regarding the potential benefits from consolidating and contracting out ACAP. It also contains our estimate of the expected savings from consolidating and contracting out the JAC and TAO functions in the 28 remaining ACAP offices in CONUS that have not been directly converted to contract, and summarizes the case for waiver of the requirement for a cost comparison prior to contracting out. Section 5 presents an overall summary of the arguments made in support of this request for waiver.

## **2. THE ARMY CAREER AND ALUMNI PROGRAM: IMPROVED SERVICE AND ECONOMY FROM CONSOLIDATION**

### **2.1 Current Organization**

The Army Career and Alumni Program provides transition assistance and employment counseling to Army soldiers who are separating from active duty, Army civilians who are leaving their Army position, and family members of each. There are 35 ACAP offices at installations in the continental United States, and another 12 ACAP offices at installations outside of the U.S.

Table 2.1 shows the total number of ACAP offices at CONUS installations, and the number of in-house Federal civil service personnel, by grade and job title. The transition services manager (TSM) position will not be affected by conversion to a contract operation. The transition services specialist (TSS) and transition administrative assistant (TAA) positions will be affected by conversion. As indicated in the table, ACAP offices at seven installations have been, or are in the process of being, converted to contract. Hence, 28 ACAP installations and 113 civilian employees will be affected by a conversion to a contract operation. Note that there are no installations where more than 9 civil service employees will be affected by the conversion and in most installations the number affected is 5 or fewer.

**Table 2.1**  
**Transition Assistance Office Authorized Staffing Levels: FY 1996**

Installation	TSM		TSS		TAA		Number Converted
	GS 13	GS 12	GS 11	GS 11(T)	GS 6	GS 5	
<b>FORSCOM</b>							
FT BRAGG	1		4	3	1	13	9
FT CAMPBELL		11	4			13	Converted
FT CARSON		1	2	22		1	5
FT DEVENS	1		1				Converted
FT DIX	1		3		1		Converted
FT DRUM	1		2		1		Converted
FT HOOD		1	6	2	1		9
FT SAM HOUSTON		1	3			1	4
FT IRWIN		1	1			1	2
FT LEWIS		1	5	2		1	8
FT MCPHERSON		1	1		1		2
FT POLK		1	2		1		3
FT RILEY		1	1	3	1		5
FT STEWART		1	4			1	5
<b>TRADOC</b>							
FT BENNING	1		5		1		6
FT BLISS	1		4		1		5
FT EUSTIS	1		2			1	3
FT GORDON	1		2		1		3
FT HUACHUCA	1		1		1		2
FT JACKSON	1		2			13	3
FT KNOX		1	5		1		6
FT LEAVENWORTH		1	1		1		2
FT LEE	1		2		1		3
FT MONROE		11			1		1
FT MCCLELLAN		1	22				Converted
FT RUCKER	1		1			1	Converted
FT SILL	1		4			1	5
FT LEONARD WOOD	1		4			1	5
<b>AMC</b>							
ABERDEEN PROV GRD	1		2		1		3
FT MONMOUTH	1		2			1	3
REDSTONE ARSNL		1	1		1		2
ST LOUIS (AVSCOM)	1		1		1		2
<b>MDW</b>							
FT BELVOIR		1	1		1		2
FT MEADE		1	4		13		5
FT MYER	1		2		1		Converted
Total Affected by Conversion	NA	NA	72	12	18	11	113

1 Includes one GS11.

2 Includes one GS9.

3 Includes one "TERM" (temporary) employee.

The ACAP office offers two sets of services or functions: transition assistance, offered by the Transitions Assistance Office (TAO), and job assistance, offered by the Job Assistance Center (JAC). The TAO offers assistance and referral services regarding benefits available to veterans and to Army civilians. It is responsible for briefing the separating soldier regarding the transition process, including the transitioning soldier's or civilian's responsibilities and the services and benefits available to them. This is summarized by DD Form 2648--a checklist for transitioning soldiers. The TAO is responsible for ensuring that the soldier has been briefed on the items in the checklist and that the soldier signs the form. The TAO specialists, while expected to be informed regarding the items on the checklist, are not expected to be experts. Their primary function is referral.

The TAO function is currently staffed by in-house Federal civil servants in most ACAP offices in the United States.<sup>7</sup> Typical staffing includes a transition services manager (TSM), several transition services specialists (TSS) who are specialists, and an administrative assistant. The number of specialists depends on the workload at the installation.

The JAC offers job assistance counseling and job leads. Counselors in the JAC conduct workshops that cover topics such as resume writing, networking, interviewing and negotiations, and provide individual counseling to transitioning soldiers and civilians. The JAC also offers clients access to a reference library, personal computers for resume and letter writing, and access to job lead data bases.

The JAC function has been outsourced since its inception. A JAC is typically staffed by the contractor with a contract installation manager (CIM), a staff assistant and sufficient job assistance counselors to satisfy the client workload. Under the current contractual requirements, JAC counselors must have at least a master's degree in a discipline related to counseling or job assistance and two years of experience.

## **2.2 Workflow and Operations Under Current Organization**

Under the current organization, the TAO and JAC operate as two separate and distinct functions with "interfaces" at which clients pass between them. The following outlines the typical client flow through the current organization of ACAP.

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<sup>7</sup> A small number of ACAP offices in the United States have been "directly converted" to contract, and ACAP offices in Germany have been converted to contract.

## **Client Workflow under Current Organization**

- Clients generally enter the system by being notified that they must schedule an appointment with the TAO.
  - At some installations the TAO is responsible for notification, and identifies the soldier through projected loss rosters. At others, the units are responsible for notification.
  - In addition, soldiers, civilians and their families may self-refer.
- Clients schedule an appointment to be counseled regarding their responsibilities and benefits as they separate from the Army by the transition assistance specialists.
  - Client demographic information is entered into the transition assistance management information system.
  - During the counseling session, separating soldiers will sign the Form 2648.
  - At some installations, the session is given in a group format, with individual assistance by exception.
  - During the session, the client may be referred to other offices or organizations for specific information or processing.
  - The TAO refers the client to the JAC, if desired by the client. Approximately 90% of transitioning soldiers request and use the JAC.
- Clients schedule an appointment at the JAC, after referral from TAO.
  - The client registers for JAC services and client demographic information is entered into the JAC management information system.
  - The client registers for and then attends a job assistance center workshop.
  - Upon completing the JAC workshop, the client schedules and attends an individual counseling session.
- The client continues to work with the JAC, writing and improving the resume and cover letter, and obtaining job leads.
  - The JAC counselor serves as a coach, providing advice and information during the process.
- If the client has additional transition-related questions outside of job assistance, the JAC counselor will refer the client back to the TAO.
  - The client will schedule an appointment with a TAO counselor.
  - The TAO counselor will then address the client's questions or concerns during the meeting, or refer the client to the relevant source for the information during the meeting.

In the organization and workflow described above, there is separation between the assistance provided by the TAO and the counseling provided by the JAC. Clients are introduced to two separate offices within ACAP, with two separate sets of counselors. Client

data are (currently) entered separately and separately maintained by both offices. The client typically will have more continual interaction with the Job Assistance Center and its counselors than with the TAO. However, if a more general transition question arises during a JAC counseling session, or during a visit to a job assistance center, the client is referred back to the TAO for either an answer or an additional referral.

### **2.3 New, Consolidated Organization**

Under the new, consolidated organization, the TAO and JAC are merged into one ACAP office. There is only one set of counselors--"ACAP" counselors-- and one client data base. Job assistance counselors are also responsible for transition assistance counseling and referral. That is, both the functions of the TAO and JAC are combined into the same staff under consolidation. An in-house transition assistance manager (TSM) remains under the new organization to provide oversight to the contract operation through the CIM, and to help the CIM with liaison functions with the installation and unit commanders.

In the consolidated organization, there is a substantial savings in staff, for three reasons. First, there will be a consolidated data base, so that demographic information will be entered once. Moreover, scheduling activities will be consolidated. Clients may obtain transition assistance and job assistance counseling from the same appointment. Both of these factors suggest that there will be a reduction in the number of staff assistants required in the consolidated operation.

Second, transition assistance and job assistance counseling will be conducted by the same staff, during the same appointment. This will economize on the "downtime" or transition time associated with each appointment. Third, under the consolidated organization, the initial transition assistance session, at which time the typical client will review and sign the Form 2648, will be conducted in a group format. Issues that are not addressed at the group session can be addressed at the first scheduled individual counseling session, which will also focus on job assistance counseling.

Hence, the consolidated organization eliminates the need for an individual transition assistance session traditionally conducted by the TAO. Transition issues surfacing during a job assistance counseling session can be immediately addressed by the counselor or referred

by the counselor to the relevant office, rather than requiring a referral back to the TAO as under the current organization.

#### **2.4 Workflow and Operations under a Consolidated ACAP**

Under the consolidated ACAP, the TAO and JAC functions are performed by a single staff, typically cross-trained in both job assistance counseling and transition assistance. The following outlines the typical client flow through the consolidated ACAP organization.

- Clients generally enter the system by being notified that they must attend a group counseling session on transition responsibilities and transition assistance, culminating in the typical case in the signing of Form 2648 by the transitioning member.
  - Responsibility for notifying the transitioning member will rest with either the ACAP office or the unit depending on the installation.
  - Client demographic information is entered into the system from information provided at the group session.
  - Clients are scheduled for job assistance workshops during the group session.
  - Individual sessions focusing on transition assistance may be scheduled on an exceptional basis.
- Individual job assistance counseling is provided through scheduled appointments with the ACAP counselors.
  - At this point, most transitioning soldiers have signed Form 2648.
  - Additional transition questions may be addressed and referrals made by the ACAP counselor during these sessions.
- The client continues to work with the ACAP office, writing and improving resumes and cover letters, and obtaining and pursuing job leads.
  - ACAP counselors continue to provide advice and critique during the process.

The consolidated ACAP organization offers “one-stop shopping” to the soldier, civilian, or family member transitioning from Army service. In the tumultuous period before a separation from service, the consolidated organization improves service to the client by providing one less place that the client must go for information. In addition, the consolidated organization provides significant economies to the Department of the Army and savings to the taxpayer.

#### **2.5 Consolidation as a Contract vs. In-House Operation**

The gains suggested here arise from consolidating the TAO and JAC function into a single ACAP operation, in which both transition assistance and referral and job assistance counseling

are provided by the same staff. This raises the question of whether ACAP should be staffed by in-house personnel or by contract. Section 4 of this report presents explicit estimates of the savings associated with a contract operation. In this section, we review arguments that suggest that the combined ACAP office should be a contract operation.

#### 2.5.1 Training and Experience Required by ACAP Counselors under Consolidation

Recall that, currently, the Job Assistance Centers are contract operations, while the Transition Assistance Office is staffed by in-house personnel. As currently structured, in-house transition services specialists serving in the TAO require a solid, general knowledge of separating soldier's or civilian's responsibilities, services and benefits, but the basic service provided by them is one of referral. More specialized information is provided to the client by the office or agency (and subject matter experts) to which the client might be referred.

Job assistance counseling, on the other hand, requires some specialized professional education and experience in counseling and, specifically, employment counseling for the private sector. For this reason, it is generally accepted that the additional training required for job assistance counselors to provide transition assistance and referral is modest, compared to the additional training and experience required for incumbent transition services specialists to also become job assistance counselors.

Moreover, because the basic briefing and counseling on transition services will typically be provided in a group session under the consolidated operation, it is anticipated that significantly more of the ACAP counselor's time will be spent on job assistance counseling than on transition services counseling.

Finally, current contractual provisions require that job assistance counselors possess at least a master's degree. If this requirement were extended to the ACAP counselor under the consolidated operation, many incumbent transition services specialists currently in the TAOs would not qualify.

### 2.5.2 Job Assistance Counseling as a Commercial Activity

At the inception of ACAP, the Job Assistance Center (JAC) was recognized to be a commercially available service that is most efficiently provided by the private sector for the Army. In fact, the Department of the Army did not have the expertise "in-house" to provide counseling services for those seeking jobs in the private sector. As a "new start", proposals were solicited from private sector firms and a contract was competitively awarded. To realize the gains from consolidation through an in-house operation, in-house Federal civil servants would be required to perform services currently provided under contract by private sector firms and originally recognized as most appropriately performed by the private sector, under competitive award. Hence, the number of in-house civilian positions would have to expand, and in-house expertise developed where it currently does not exist, if the consolidated ACAP functions were to be performed by in-house staff.

Moreover, many private sector firms choose to outsource job assistance services for their separating employees rather than attempt to develop in-house expertise. They apparently do this both for reasons of economy and quality of service and, in some cases, because they believe that job assistance services are best provided by counselors who are not employees of the organization from which the separating employee is departing.

For example, the employment assistance centers at American Telephone and Telegraph Corporation, called AT&T Resource Centers (ARC), were recently awarded the Malcolm Baldridge award for excellence. In a recent benchmarking of the ARCs with ACAP, it was noted that:

"ARC chose to outsource most of its professional [job assistance] services. The decision was not based solely on cost but based on the corporate culture to provide the best services to participants."<sup>8</sup>

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<sup>8</sup> *Army Career and Alumni Program (ACAP) Draft, Summary of Observations*, KPMG Federal Services, March 20, 1996.

## **2.6 Summary**

There are significant gains both in the quality of service and the economy with which services are provided by consolidating transition assistance services, currently provided by the TAO, with job assistance services, currently provided by the JAC.

A compelling case can be made for private sector performance of the consolidated ACAP function, under a competitively awarded contract, because:

- In-house Federal civil service personnel do not currently have the expertise to provide job assistance counseling;
- Many in-house personnel would not qualify, under current contractual requirements, as job assistance counselors;
- Job assistance counseling, which would be the major portion of the total service package provided by the consolidated ACAP offices, can be provided by competing private sector firms who specialize in that function.

In section 4, we will provide evidence, in the form of case studies of direct conversions, that it is not reasonable to believe that in-house staff could provide ACAP services at a lower cost than competing private sector firms.

## **3. OMB CIRCULAR A-76: ITS INTENT AND ITS EFFECTS**

### **3.1 The Process as an Impediment to Competition**

The federal policy articulated in OMB Circular A-76 and its implementing directives in the Department of Defense and the Department of the Army is intended to foster competition in the provision of commercial activities. Effective competition in the provision of goods and services enhances "...quality, economy and productivity..."<sup>9</sup>

However, though the intent of OMB Circular A-76 is to foster competition, its effect, sometimes, is to impede effective competition. The reason is that it imposes strict procedures to be followed if an activity, currently being performed in-house, is to be subjected to competition from the private sector for the performance of that function. In some cases, the

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<sup>9</sup> OMB Circular A-76, p. 1.

administrative costs associated with complying with these procedures, and the delay that these procedures impose on realizing the efficiency gains from competition, may be sufficient to discourage attempts to introduce competition. This is especially true for relatively small scale operations, where the potential gains from competition may be significant, relative to the scale of the operation, but negligible relative to the Army budget.

In *Department of the Army Pamphlet 5-20: Commercial Study Guide*, the procedure for subjecting a commercial activity to a cost competition with private sector firms is described in approximately 75 pages. The procedure is outlined below<sup>10</sup>:

1. Activity is identified and study plan is developed.
2. Congress and workforce is informed of study.
3. Study team develops a Performance Work Statement (PWS).
4. Management study of existing organization is performed. Improvements form the most efficient organization (MEO).
5. Army MEO is then “costed” in accordance with AR 5-20.
6. Cost estimates are reviewed by the US Army Audit Agency.
7. Bids are solicited from the private sector, based on PWS.
8. In-house estimate is compared to best contractor proposal.
9. Contractor is selected if bid is less than in-house estimate by more than 10% of in-house personnel costs.
10. Results are announced to Congress and locally.
11. Initial decision is subject to a period of open review, during which interested parties may appeal. The typical basis of appeal is that some part of the procedure, including the preparation of the in-house cost estimate, was not consistent with AR 5-20.
12. If in-house bid wins, solicitation is canceled without award. [*The activity is presumably insulated from competition until the process is initiated again.*]
13. If contract bid wins, a transition plan and quality assurance plan is developed.
14. Contract is subject to periodic recompetition, according to its duration.

Simply to articulate this fourteen step process would appear to be sufficient to understand why, in some instances, the process itself becomes an impediment to effective competition, and the consequent realization of improved efficiency and quality. The process,

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<sup>10</sup> The information is paraphrased from Army Pamphlet 5-20, pp.5-6.

itself, can require well over a year to complete. The burdensome length of the "study" process has, apparently, been recognized. Recent revisions to DoDI 4100.33 are intended, apparently, to encourage more rapid studies:

"No DoD funds shall be available to perform any cost study pursuant to the provisions of OMB Circular A-76 if the study being performed exceeds a period of 24 months after initiation of such study with respect to a single function activity or 48 months after initiation of such study for a multi-function activity."<sup>11</sup>

The premise of OMB Circular A-76 and the policy it espouses is that private sector firms and in-house organizations respond to economic incentives. With competition, we anticipate improved service at lower cost regardless of who (in-house or contractor) is providing the service. However, those within the Army who are responsible for initiating A-76 studies also respond to incentives. Most installation commanders have tours of three years or less at an installation. It is not difficult to understand why commanders may have little incentive to undertake a process that may require two to four years to complete, for which the most unpleasant aspects occur early in the process<sup>12</sup>, and the gains in terms of improved efficiency and quality of service will be realized, if at all, only after they have left their positions.<sup>13</sup> Hence, the practical effect of the OMB Circular A-76 process is that many commercial activities provided by in-house staff are never subject to competition.

### **3.2 OMB Circular A-76 Provisions Providing Exceptions to the Process**

The burdensome nature of the full "cost-comparison" process described above is recognized in OMB Circular A-76 and its implementing directives. In particular, it provides exceptions to the full process when the scale of the in-house commercial activity is small. DoD Instruction 4100.33 provides for a simplified process for in-house activities with 45 or fewer civilian employees, and for direct conversion of an in-house commercial activity to

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<sup>11</sup> Federal Register, v. 60, no. 250, December 29, 1995, Rules and Regulations, Commercial Activities Program. 32 CFR Part 169a, [DoD Instruction 4100.33], pp.67328.

<sup>12</sup> Recall that the commander must inform his or her in-house employees that their jobs are being placed "at risk". Then, the commander must continue to work with this in-house staff throughout most of the remainder of his or her tenure as the installation commander.

<sup>13</sup> This observation is not intended to suggest that installation commanders are not dedicated to performing their job as efficiently and effectively as they can. It simply recognizes that individuals respond, at least at the margin, to the incentives they face. This is, in fact, the premise of OMB Circular A-76.

performance by the private sector firms (after a competition) without a cost-comparison to the in-house workforce, for activities involving 10 or fewer civilian employees:

"This enclosure provides guidance on procedures to be followed in order to convert a commercial activity employing 45 or fewer DoD civilian employees without a full cost comparison. DoD Components may directly convert functions with 10 or fewer civilian employees without conducting a simplified cost comparison. Simplified cost comparisons may only be conducted on activities with 45 or fewer DoD civilian employees."<sup>14</sup>

A revised version of the Supplemental Handbook to OMB Circular A-76 was issued in March, 1996. It modifies the criteria somewhat. A direct conversion to contract without a full cost comparison is permitted under OMB Circular A-76 for activities with 10 or fewer full time equivalent civilians for:

"5. Activities with 10 or fewer FTE.--Commercial activities involving 10 or fewer FTE may be performed by in-house, contract or ISSA performance, without cost comparison, if the contracting officer determines that offerors will provide required levels of service quality at fair and reasonable prices."<sup>15</sup>

It also allows conversions of activities with more than 10 FTE without a cost comparison if affected in-house civilians can be reassigned to equivalent positions:

"6. Activities with 11 or More FTE.--Commercial activities may be converted to contract or ISSA performance, without cost comparison, if fair and reasonable prices can be obtained through competitive award and all directly affected Federal employees serving on permanent appointments are reassigned to other comparable Federal positions for which they are qualified. In no case, shall any commercial activity be modified, reorganized, divided or in any way changed for the purpose of circumventing the requirements of this paragraph or this Supplement."<sup>16</sup>

### **3.2.1 Direct Conversion for Activities with 10 or Fewer Civilians**

In the case of the Army Career and Alumni Program, there are no ACAP offices at any installation with more than 10 Army civil service employees. Hence, direct conversions to contract competition of the consolidated ACAP function could occur without a full cost

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<sup>14</sup> DoD Instruction 4100.33 Enclosure 8 p. 8-1.

<sup>15</sup> OMB Circular No. A-76, Revised Supplemental Handbook, Performance of Commercial Activities, March 1996, Part I--Policy Implementation, p.4.

<sup>16</sup> Ibid.

comparison (or a simplified cost comparison), at any single ACAP office. In fact, three direct conversions have taken place, and four are in process.<sup>17</sup>

However, one could not convert all ACAP offices, across all installations, at once--at least under the most common interpretation of the regulation. This would entail conversion of approximately 113 Army Federal civil service positions and would exceed the direct conversion threshold, though fewer than 10 civilian positions are converted at each installation.

There is some support in the regulation for the interpretation that it is the number of positions being converted at an individual installation, and not necessarily the total number, that should determine whether the activity can be converted directly to contract without a cost comparison. In particular, a major concern of the direct conversion rule is the effect that the conversion will have on the local labor markets in which the in-house civil servants must find jobs. In particular, DoDI 4100.33 (recently revised) states<sup>18</sup>:

"B. Direct conversions with 10 or fewer DoD civilian employees must meet the following criteria:

1. The activity is currently performed by 10 or fewer civilian employees.
2. The direct conversion makes sense from a management or performance standpoint.
3. The direct conversion is cost-effective.
4. The installation commander should attempt to place or retrain displaced DoD civilian employees by:
  - a. Placing or retraining employees in available permanent vacant positions, or
  - b. Assigning displaced employees to valid temporary or overhire positions in similar activities for gainful employment until permanent vacancies are available. The type of appointment (e.g., career, career-conditional, etc., or change from competitive to excepted service or vice versa) must not change, or
  - c. Where no vacancies exist or are projected, offer employees retraining opportunities under the Job Training Partnership Act of reference (w) or similar retraining programs for transitioning into the private sector."

Clearly, a major concern of the direct conversion, as indicated by point (4) above, is the ability to place the displaced civilians. In this regard, direct conversion of all CONUS ACAP offices is no more of a problem than any direct conversion at an installation of an activity

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<sup>17</sup> See Table 2-1.

<sup>18</sup> DoD Instruction 4100.33 Enclosure 8 p. 8-1, as recently revised.

employing fewer than 10 DoD civilians, because there are no CONUS ACAP offices that have more than 9 civilians.

It is clearly inefficient--less efficient than a single direct conversion--to contract through direct conversions, installation by installation, when there are typically only three to five Army civilian employees at each installation, for the following reasons:

1. It delays the realization of full gains from a consolidated operation until all installations are converted.
2. It reduces effective competition and probably raises total contract costs, because there are likely to be fewer private sectors firms who are interested in preparing a proposal to provide services at a single ACAP office compared to the number interested in providing services at all ACAP offices.
3. Total contracting costs are likely to be greater if there are a large number of small procurements.
4. If there are large numbers of contractors, each providing services at a small number of ACAP offices, the administrative burden of managing the program will increase. Moreover, the degree of heterogeneity across ACAP offices will undoubtedly be greater with a large number of contractors.
5. In the interim, there will be a mixture of consolidated ACAP offices and traditional ACAP offices that are likely to be more difficult to administer and manage than a homogeneous group of consolidated offices.
6. It increases the lag between the time when the in-house civilian learns that his or her position is at risk, and the period at which the in-house civilian's services are no longer needed by ACAP. This prolonged period is not likely to be good for the Army civilian, for the ACAP program, or for the transitioning soldier using ACAP services during this period.

Hence, arguably, we have established the following logical case for direct conversion of all CONUS ACAP offices at once to contract operation:

- It is permissible under OMB Circular A-76, as implemented in the Defense Department, to directly convert activities at individual installations that employ fewer than 10 civilians.
  - ACAP offices employ fewer than 10 civilians at each CONUS installation.
- Therefore, a function such as ACAP could eventually become 100% contract by sequential direct conversions at each individual installation.
  - However, it is clearly more costly, and fosters less competition, to convert the ACAP offices one at a time rather than all at once, through direct conversions.
- Hence, because government policy in general and OMB A-76 in particular support the least costly method of conducting business, it is logical that the regulations should permit conversion to contract in the least costly way. This "least cost"

method, we believe, is through a direct conversion, and competition, for all ACAP offices at once.

-Given that regulations and policy would permit, eventually, 100% conversion to contract under the “under 10” direct conversion rule, regulations should permit reaching that state in the most cost-effective manner.

### **3.2.3 Simplified Cost Comparisons for Activities with 45 or Fewer Civilians<sup>19</sup>**

Though there are typically only three to five in-house civilians at each installation’s ACAP office, converting all ACAP offices to contract would exceed the threshold for even a simplified cost comparison. The number of Army civilian positions across all ACAP offices in CONUS is about 113, while the threshold for a “simplified” cost comparison, rather than a full cost comparison, is 45.

The difference between a “simplified” cost comparison and a full cost comparison suggest that the number of positions at a given installation is, in fact, more relevant than the total number. From DoDI 4100.33:<sup>20</sup>

“C. The following provides general guidance for completion of a simplified cost comparison:

1. Estimated contractor costs should be based on either the past history of similar contracts at other installations or on the contracting officer’s best estimate of what would constitute fair and reasonable price.
2. For activities small in total size (45 or fewer civilian and military personnel):
  - a. Estimated in-house costs should not include overhead costs, as it is unlikely that they would be a factor for a small activity.
  - b. Similarly, estimated contractor costs generally should not include contract administration, one-time conversion costs, or other contract price add-ons associated with full cost comparisons.
3. For activities large in total size (10 or fewer civilian employees but a significant number of military personnel) all cost elements should be considered for both in-house and contractor-estimated costs.”

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<sup>19</sup> This section relies largely on DoD Instruction 4100.33. The DoDI has not been revised to reflect recent changes in OMC Circular A-76 Revised Supplemental Handbook.

<sup>20</sup> DoD Instruction 4100.33 Enclosure 8 p. 8-1, as recently revised.

Clearly, the assumption of negligible overhead costs will also apply to ACAP, where there are fewer than 9 civilian (and no military staff) at each ACAP office in CONUS.

The more general point one draws from both of these exceptions to a full cost comparison--direct conversion when there are fewer than 10 civilian employees in the activity and a simplified cost comparison when there are fewer than 45 civilians at an activity--is that the criteria and the rationale appear to be based largely on the number of DoD civilians (or civilians plus military) performing the activity *at an installation*. The concern over the employment and/or retraining of displaced civilians is clearly less if there are only a few displaced civilians *at the installation*. Moreover, in the simplified cost comparison, overhead costs are not expected to be relevant if there are fewer than 10 staff (military or civilian) engaged in the activity *at the installation*. Clearly, the employment and the overhead arguments are not affected if, instead of considering contracting for a (small) activity at one installation, we consider conversion to private sector competition for a large number of installations at once, but for activities that are small (well under 10 civilians) at each installation. Hence, we arrive at the same conclusion reached in the previous section: **opening up all remaining CONUS ACAP offices at once to private sector competition, without a full cost comparison, is consistent with the spirit of the exceptions provided by DoD Instruction 4100.33, and is in the Army's and the taxpayer's best interest.**

Finally, in those cases where direct conversions have occurred in CONUS ACAP offices, all of the affected civilians have been successfully placed, or eliminated through normal attrition prior to the conversion. This suggests that, under consolidation and direct conversion of all the remaining CONUS ACAP offices, we would anticipate that a high proportion of the in-house civilians could be placed. However, there is no guarantee that all could be placed or reassigned at "...comparable federal positions."<sup>21</sup>

### **3.3 Waiver of Requirement for a Cost Comparison**

As suggested in the previous two sections, we believe that, because ACAP offices employ 10 or fewer civilians at each CONUS Army installation, a case can be made that all ACAP offices can be converted at once to contract, and be subjected to private sector

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<sup>21</sup> OMB Circular No. A-76, Revised Supplemental Handbook, Performance of Commercial Activities, March 1996, Part I--Policy Implementation, p.4.

competition for the performance of transition and job assistance services. However, we also recognize that this may not be the most common interpretation of the criteria for exceptions provided by DoD Instruction 4100.33. However, OMB Circular A-76 also provides for a waiver of the requirement for a cost comparison prior to competing an activity:

“3. Waivers shall be granted only as follows:

a. A written cost comparison waiver will be prepared and signed by the authorized waiver official. The waiver will be accompanied by a detailed determination that the conversion meets the following requirements:

- (1) The conversion will result in a significant financial or service quality improvement and a finding the conversion will not serve to reduce significantly the level of competition in the future award or performance of work; or
- (2) The waiver will establish why in-house or contract offers have no reasonable expectation of winning a competition conducted under the comparison procedures of the Supplement.”<sup>22</sup>

This clause in the Circular recognizes that the taxpayer and the agency may be better served, in some instances, by directly contracting with private sector firms, and that the rigid adherence to the strict procedures of OMB Circular A-76 may be counterproductive.

In the case of the Army Career and Alumni Program, there is a compelling case for a waiver because:

- In the case of the ACAP, a major source of cost-savings is the consolidation of the JAC and TAO functions. The JAC function, which will constitute the major portion of the workload under consolidation, is already privatized.
- Most of the in-house civilians in the TAO function are not currently qualified to conduct job assistance counseling.
- There is evidence (presented in the next section) that contractors can perform the TAO function at a savings of approximately 50%.
- To delay achieving the potential savings and improved service from consolidation and competition may put the program, already under budget pressure, in jeopardy.

Finally, the job assistance center was originally privatized at the inception of the ACAP program as a new requirement. For the gains from consolidation to be realized by the in-house staff, these staff would have to take over a function that was originally recognized as

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<sup>22</sup> *OMB Circular A-76 Revised Supplemental Handbook*, Policy Implementation, Part 1, Chapter 1, section E, March 1996, p.5.

fundamentally commercial in nature. Two related provisions of OMB Circular A-76 are, presumably, relevant. The first is:

“1. *Contracted Activities*.--An activity obtained through a competitively awarded contract will continue to be obtained by contract as long as the quality of service is acceptable and competitive prices are fair and reasonable. If the government believes that quality is unacceptable or prices appear unreasonable, a cost comparison is conducted to justify conversion to in-house or ISSA performance.”<sup>23</sup>

The second (related) provision is:

“2. *New Requirements*.--A new requirement will be obtained by a competitively-awarded contract. If there is reason to believe that contract service quality or prices may be unreasonable, a cost comparison is conducted to justify conversion to in-house or ISSA performance.”<sup>24</sup>

In this instance, it is believed that the contracted activity--the job assistance center--is a commercial activity provided by contract at an acceptable level of quality and at a reasonable price. These beliefs are supported by the findings of a 1994 study of the job assistance function by the U.S. Army Cost and Economic Analysis Center (the major findings of this study are reported in section 4.4 of this request for waiver).<sup>25</sup> It was contracted as a commercial activity when it was originally defined as a new requirement, and has remained as a contract activity since. Hence, according to these two provisions, there does not appear to be a basis for converting it to an in-house activity.

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<sup>23</sup> *OMB Circular A-76 Revised Supplemental Handbook*, Policy Implementation, Part 1, Chapter 1, section E, March 1996, p.4.

<sup>24</sup> *OMB Circular A-76 Revised Supplemental Handbook*, Policy Implementation, Part 1, Chapter 1, section E, March 1996, p.4.

<sup>25</sup><sup>25</sup> *Army Career and Alumni Program Economic Analysis*, U.S. Army Cost and Economic Analysis Center (CEAC), July 1994.

#### **4. EXPECTED SAVINGS FROM CONSOLIDATING AND PRIVATIZING THE ACAP IN CONUS**

In this section, we present case studies of the savings achieved at several installations when the ACAP office has been consolidated and contracted out through a direct conversion.<sup>26</sup> We use these estimates to estimate the annual savings that would result if the Job Assistance Center and the Transition Assistance Office at remaining ACAP offices were consolidated and totally contracted out. Finally, we address the issue of whether comparable savings could be achieved if in-house staff were to operate the ACAP offices.

##### **4.1 Evidence from Direct Conversions**

Three direct conversions of CONUS ACAP offices have been completed and four are currently in process. In addition, some ACAP offices in Europe have recently been converted to complete contract operation. In all cases, the transition services manager (TSM) remains an in-house Federal civil servant, though the duties of this position are modified somewhat. The savings rates reported are with respect to the operation of what was formerly the Transition Assistance Office function. However, because the TSM position remains under the contract operation, the reported savings rate is computed relative to the in-house cost of the TAO excluding the cost of the TSM.

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<sup>26</sup> For the in-house cost estimates, fringe benefits were calculated as 29.55% of total base salaries. This fringe benefit factor was obtained from the master tables used by COMPARE (the automated OMB Circular A-76 Cost Comparison System). Its components are: retirement, 21.7%; insurance (health and life), 4.7%; other fringe benefits, 1.7%; and Medicare, 1.45%.

#### **4.1.1 Case 1: Ft. Myer**

In FY 1995, approximately 1,594 soldiers were transitioned through the Ft. Myer ACAP office. Approximately 1,415 were voluntary separations and 179 were involuntary separations. In addition, there were 252 repeat visits, for a total number of visits in FY 1995 of 1,846. Ft. Myer converted from in-house to contract on January 1, 1996.

<u>Authorized Personnel Slots Prior to Conversion:</u>	<u>Number</u>
Counselor (GS11)	2
Administrative Assistant (GS6)	1

#### **Costs and Savings (1996 Dollars) 2**

##### **In-House Costs Prior to Conversion:**

Personnel Cost (including fringe benefits)	\$145,242
Material and Supply Cost & Travel	\$3,100
Other In-House costs (if applicable)	\$1,121 (bonus)
ESTIMATED TOTAL IN-HOUSE COSTS	<u>\$149,463</u>

##### **Estimated Contractor Costs:**

Contract Price	\$73,2712
Other Contractor Costs 2	<u>\$2,183</u>
ESTIMATED TOTAL CONTRACTOR COST	<u>\$75,454</u>
Conversion Differential (10% of In-House Personnel Costs)	<u>\$14,524</u>
ADJUSTED CONTRACTOR COST	<u>\$89,978</u>
Estimated Savings First Year	\$59,485
Estimated Savings Subsequent Years	\$76,192
Estimated Savings Rate First Year	40%
Estimated Savings Rate Subsequent Years	51%

1 During the conversion process, the commander must attempt to place affected civilian employees within the local area, commensurate with their current skills and pay grades-- Ref: DOD 4100.33, June 1995, Change 2. Fort Myer successfully placed the affected employees and there was no adverse affect on program employees.

2 These are one-time start-up costs associated, largely, with providing office equipment (e.g., computers) to staff. Under direct conversion of a function of fewer than 10 in-house civilian personnel, contractor "start up" costs are excluded (DoDI 4100.33 Enclosure 8-1, para. 2-b). Also, under the same paragraph, contract administration costs are also excluded. We include these costs here to inform the reader and to provide conservative estimates of expected savings.

We estimate that consolidation and conversion to contract operation at the Ft. Myer ACAP office saved approximately \$61,686 in the first year (gross of the 10% conversion differential), for a savings rate of 41%, and \$76,192 in subsequent years, for a savings rate of 51%.

#### 4.1.2 Case 2: Ft. Dix

In FY 1995, approximately 2,121 soldiers were transitioned through the Ft. Dix ACAP office. Approximately 1,504 were voluntary separations and 617 were involuntary separations. In addition, there were 118 repeat visits, for a total number of visits in FY 1995 of 2,239. Ft. Dix converted from in-house to contract in FY 1995.

<u>Authorized Personnel Slots Prior to Conversion:</u> 1	<u>Number</u>
Counselor (GS11)	3
Administrative Assistant (GS6)	1

#### Costs and Savings (1996 Dollars)

##### In-House Costs Prior to Conversion:

Personnel Cost (including fringe benefits)	\$187,553
Material and Supply Cost & Travel	\$10,386
Other In-House costs (if applicable)	<u>\$1,303</u> (bonus)
ESTIMATED TOTAL IN-HOUSE COSTS	<u>\$199,242</u>

##### Estimated Contractor Costs:

Contract Price	\$64,900
Other Contractor Costs 2	<u>\$3,6000</u>
ESTIMATED TOTAL CONTRACTOR COST	<u>\$68,500</u>

Conversion Differential (10% of In-House Personnel Costs)	\$18,755
ADJUSTED CONTRACTOR COST	<u>\$87,255</u>

Estimated Savings First Year	\$111,987
Estimated Savings Subsequent Years	\$134,342
Estimated Savings Rate First Year	56%
Estimated Savings Rate Subsequent Years	67%

1 During the conversion process, the commander must attempt to place affected civilian employees within the local area, commensurate with their current skills and pay grades--Ref: DOD 4100.33, June 1995, Change 2. Fort Dix successfully placed the affected employees and there was no adverse affect on program employees.

2 These are one-time start-up costs associated, largely, with providing office equipment (e.g., computers) to staff. Under direct conversion of a function of fewer than 10 in-house civilian personnel, contractor "start up" costs are excluded (DoDI 4100.33 Enclosure 8-1, para. 2-b). Also, under the same paragraph, contract administration costs are also excluded. We include these costs here to inform the reader and to provide conservative estimates of expected savings.

#### **4.1.3 Case 3: Ft. Devens**

Ft. Devens was consolidated and converted to contract in FY 1995.

<b>Authorized Personnel Slots Prior to Conversion: 1</b>	<b>Number</b>
Transition Services Manager/Counselor (GS12)	1
Counselor (GS11)	1
Administrative Assistant (GS6)	1

#### **Costs and Savings (1996 Dollars)**

##### **In-House Costs Prior to Conversion:**

Personnel Cost (including fringe benefits)	\$162,502
Material and Supply Cost & Travel	\$3,000
Other In-House costs (if applicable)	<u>\$1,129 (bonus)</u>
ESTIMATED TOTAL IN-HOUSE COSTS	<u>\$166,631</u>

##### **Estimated Contractor Costs:**

Contract Price	\$64,900
Other Contractor Costs 2	\$3,600
ESTIMATED TOTAL CONTRACTOR COST	<u>\$68,500</u>

Conversion Differential (10% of In-House Personnel Costs)	<u>\$15,250</u>
ADJUSTED CONTRACTOR COST	<u>\$84,750</u>
Estimated Savings First Year	\$81,881
Estimated Savings Subsequent Years	\$101,731
Estimated Savings Rate First Year	49%
Estimated Savings Rate Subsequent Years	61%

1 During the conversion process, the commander must attempt to place affected civilian employees within the local area, commensurate with their current skills and pay grades--Ref: DOD 4100.33, June 1995, Change 2. Fort Devens successfully placed the affected employees and there was no adverse affect on program employees.

2 These are one-time start-up costs associated, largely, with providing office equipment (e.g., computers) to staff. Under direct conversion of a function of fewer than 10 in-house civilian personnel, contractor "start up" costs are excluded (DoDI 4100.33 Enclosure 8-1, para. 2-b). Also, under the same paragraph, contract administration costs are also excluded. We include these costs here to inform the reader and to provide conservative estimates of expected savings.

#### **4.1.4 Case 4: Ft. McClellan**

In FY 1995, approximately 1,160 soldiers were transitioned through the Ft. McClellan ACAP office. Approximately 816 were voluntary separations and 344 were involuntary separations. In addition, there were 89 repeat visits, for a total number of visits in FY 1995 of 1,249. The conversion of Ft. McClellan to contract will be completed in April, 1996.

<u>Authorized Personnel Slots Prior to Conversion:</u> <sup>1</sup>	<u>Number</u>
Counselor (GS11)	1
Counselor (GS9)	1

#### **Costs and Savings (1996 Dollars)**

##### **In-House Costs Prior to Conversion:**

Personnel Cost (including fringe benefits)	\$153,639
Material and Supply Cost & Travel	\$3,000
Other In-House costs (if applicable)	<u>\$1,067 (bonus)</u>
ESTIMATED TOTAL IN-HOUSE COSTS	<u>\$157,706</u>

##### **Estimated Contractor Costs:**

Contract Price	\$40,000
Other Contractor Costs <sup>2</sup>	<u>\$1,800</u>
ESTIMATED TOTAL CONTRACTOR COST	<u>\$41,800</u>
Conversion Differential (10% of In-House Personnel Costs)	<u>\$15,364</u>
ADJUSTED CONTRACTOR COST	<u>\$57,164</u>
Estimated Savings First Year	\$100,542
Estimated Savings Subsequent Years	\$117,706
Estimated Savings Rate First Year	64%
Estimated Savings Rate Subsequent Years	75%

1 During the conversion process, the commander must attempt to place affected civilian employees within the local area, commensurate with their current skills and pay grades--Ref: DOD 4100.33, June 1995, Change 2.

2 These are one-time start-up costs associated, largely, with providing office equipment (e.g., computers) to staff. Under direct conversion of a function of fewer than 10 in-house civilian personnel, contractor "start up" costs are excluded (DoDI 4100.33 Enclosure 8-1, para. 2-b). Also, under the same paragraph, contract administration costs are also excluded. We include these costs here to inform the reader and to provide conservative estimates of expected savings.

#### **4.1.5 Case 5: Ft. Campbell**

In FY 1995, approximately 4,603 soldiers were transitioned through the Ft. Campbell ACAP office. Approximately 3,285 were voluntary separations and 1,318 were involuntary separations. In addition, there were 621 repeat visits, for a total number of visits in FY 1995 of 5,224. Ft. Campbell is planned to be converted from in-house to contract in FY 1996.

<u>Authorized Personnel Slots Prior to Conversion:</u>	<u>Number</u>
Counselor (GS11)	4
Administrative Assistant (GS5)	1

#### **Costs and Savings (1996 Dollars)**

##### **In-House Costs Prior to Conversion:**

Personnel Cost (including fringe benefits)	\$242,279
Material and Supply Cost & Travel	\$4,000
Other In-House costs (if applicable)	<u>\$1,683</u> (bonus)
ESTIMATED TOTAL IN-HOUSE COSTS	<u>\$247,962</u>

##### **Estimated Contractor Costs:**

Contract Price	\$80,000
Other Contractor Costs 2	<u>\$3,600</u>
ESTIMATED TOTAL CONTRACTOR COST	<u>\$83,600</u>
Conversion Differential (10% of In-House Personnel Costs)	<u>\$24,228</u>
ADJUSTED CONTRACTOR COST	<u>\$107,828</u>
Estimated Savings First Year	\$140,134
Estimated Savings Subsequent Years	\$167,962
Estimated Savings Rate First Year	56%
Estimated Savings Rate Subsequent Years	68%

1 During the conversion process, the commander must attempt to place affected civilian employees within the local area, commensurate with their current skills and pay grades--Ref: DOD 4100.33, June 1995, Change 2.

2 These are one-time start-up costs associated, largely, with providing office equipment (e.g., computers) to staff. Under direct conversion of a function of fewer than 10 in-house civilian personnel, contractor "start up" costs are excluded (DoDI 4100.33 Enclosure 8-1, para. 2-b). Also, under the same paragraph, contract administration costs are also excluded. We include these costs here to inform the reader and to provide conservative estimates of expected savings.

#### **4.1.6 Case 6: Ft. Drum**

In FY 1995, approximately 2,954 soldiers were transitioned through the Ft. Drum ACAP office. Approximately 2,136 were voluntary separations and 818 were involuntary separations. In addition, there were 104 repeat visits, for a total number of visits in FY 1995 of 3,058. Ft. Drum is expected to convert from in-house to contract in FY 1996.

<u>Authorized Personnel Slots Prior to Conversion:</u>	<u>Number</u>
Counselor (GS11)	2
Administrative Assistant (GS6)	1

#### **Costs and Savings (1996 Dollars)**

##### **In-House Costs Prior to Conversion:**

Personnel Cost (including fringe benefits)	\$132,883
Material and Supply Cost & Travel	\$4,000
Other In-House costs (if applicable)	<u>\$923</u> (bonus)
ESTIMATED TOTAL IN-HOUSE COSTS	<u>\$137,806</u>

##### **Estimated Contractor Costs:**

Contract Price	\$40,000
Other Contractor Costs 2	<u>\$3,600</u>
ESTIMATED TOTAL CONTRACTOR COST	<u>\$43,600</u>
Conversion Differential (10% of In-House Personnel Costs)	<u>\$13,288</u>
ADJUSTED CONTRACTOR COST	<u>\$56,888</u>
Estimated Savings First Year	\$80,918
Estimated Savings Subsequent Years	\$97,806
Estimated Savings Rate First Year	59%
Estimated Savings Rate Subsequent Years	71%

1 During the conversion process, the commander must attempt to place affected civilian employees within the local area, commensurate with their current skills and pay grades--Ref: DOD 4100.33, June 1995, Change 2.

2 These are one-time start-up costs associated, largely, with providing office equipment (e.g., computers) to staff. Under direct conversion of a function of fewer than 10 in-house civilian personnel, contractor "start up" costs are excluded (DoDI 4100.33 Enclosure 8-1, para. 2-b). Also, under the same paragraph, contract administration costs are also excluded. We include these costs here to inform the reader and to provide conservative estimates of expected savings.

#### **4.1.7 Case 7: Ft. Rucker**

In FY 1995, approximately 1,232 soldiers were transitioned through the Ft. Rucker ACAP office. Approximately 1,981 were voluntary separations and 251 were involuntary separations. In addition, there were 254 repeat visits, for a total number of visits in FY 1995 of 1,486. Ft. Rucker is expected to convert to contract in FY 1996.

<u>Authorized Personnel Slots Prior to Conversion:</u>	<u>Number</u>
Counselor (GS11)	2
Administrative Assistant (GS6)	1

#### **Costs and Savings (1996 Dollars)**

##### **In-House Costs Prior to Conversion:**

Personnel Cost (including fringe benefits)	\$157,673
Material and Supply Cost & Travel	\$4,000
Other In-House costs (if applicable)	<u>\$1,217 (bonus)</u>
ESTIMATED TOTAL IN-HOUSE COSTS	<u>\$162,890</u>

##### **Estimated Contractor Costs:**

Contract Price	\$40,000
Other Contractor Costs 2	<u>\$1,800</u>
ESTIMATED TOTAL CONTRACTOR COST	<u>\$41,800</u>
Conversion Differential (10% of In-House Personnel Costs)	<u>\$15,767</u>
ADJUSTED CONTRACTOR COST	<u>\$57,567</u>
Estimated Savings First Year	\$105,323
Estimated Savings Subsequent Years	\$122,890
Estimated Savings Rate First Year	65%
Estimated Savings Rate Subsequent Years	75%

1 During the conversion process, the commander must attempt to place affected civilian employees within the local area, commensurate with their current skills and pay grades--Ref: DOD 4100.33, June 1995, Change 2.

2 These are one-time start-up costs associated, largely, with providing office equipment (e.g., computers) to staff. Under direct conversion of a function of fewer than 10 in-house civilian personnel, contractor "start up" costs are excluded (DoDI 4100.33 Enclosure 8-1, para. 2-b). Also, under the same paragraph, contract administration costs are also excluded. We include these costs here to inform the reader and to provide conservative estimates of expected savings.

#### **4.1.8 Case 8: European Theater**

In FY 1995, approximately 14,312 soldiers were transitioned through the European theater ACAP offices. Approximately 11,496 were voluntary separations and 2,816 were involuntary separations. In addition, there were 6,279 repeat visits, for a total number of visits in FY 1995 of 20,591. OMB Circular A-76 does not apply to OCONUS locations. Europe is expected to complete conversion to contract in September 1996.

<u>Authorized Personnel Slots Prior to Conversion:</u>	<u>Number</u>
Counselor (GS11)	17
Administrative Assistant (GS6)	6
Administrative Assistant (GS5)	1

#### **Costs and Savings (1996 Dollars)**

##### **In-House Costs Prior to Conversion:**

Personnel Cost (including fringe benefits)	\$1,108,517
Material and Supply Cost & Travel	\$59,901
Other In-House costs (if applicable)	<u>\$7,701</u> (bonus)
TOTAL ESTIMATED IN-HOUSE COSTS	<u>\$1,176,119</u>

##### **Estimated Contractor Costs:**

Contract Price	\$339,600
Other Contractor Costs 1	<u>\$18,000</u>
ESTIMATED TOTAL CONTRACTOR COST	<u>\$357,600</u>
Conversion Differential (10% of In-House Personnel Costs)	<u>\$110,852</u>
ADJUSTED CONTRACTOR COST	<u>\$486,452</u>
Estimated Savings First Year	\$707,667
Estimated Savings Subsequent Years	\$836,519
Estimated Savings Rate First Year	60%
Estimated Savings Rate Subsequent Years	71%

1 These are one-time start-up costs associated, largely, with providing office equipment (e.g., computers) to staff. Under direct conversion of a function of fewer than 10 in-house civilian personnel, contractor "start up" costs are excluded (DoDI 4100.33 Enclosure 8-1, para. 2-b). Also, under the same paragraph, contract administration costs are also excluded. We include these costs here to inform the reader and to provide conservative estimates of expected savings.

**Table 4-1**  
**Summary of Savings from Direct Conversion**

Site	Estimated FY 1996 Costs to Perform TAO Function						Anticipated Savings (Savings Rates)		
	In-House			Rates			Total	First Year	Subsequent Years
	Personnel	Supplies	Labor Cost	Contractor Costs <sup>1</sup>	Conversion Costs <sup>2</sup>	Year 1			
Salaries Benefits Awards & Travel Total Already Converted									
FI Myer	\$112,113	\$33,129	\$1,121	\$3,100	\$149,463	\$73,271	\$2,183	\$14,524	\$89,978 (39.8%)
FI Dix	\$144,773	\$42,780	\$1,303	\$10,386	\$199,242	\$64,900	\$3,600	\$18,755	\$111,987 (56.2%)
FI Devens	\$125,436	\$37,066	\$1,129	\$3,000	\$166,631	\$64,900	\$3,600	\$16,250	\$84,750 (49.1%)
<i>In Process of Converting</i>									
FI McClellan	\$118,594	\$35,045	\$1,067	\$3,000	\$157,706	\$40,000	\$1,800	\$15,364	\$57,164 (63.8%)
FI Campbell	\$187,016	\$55,263	\$1,683	\$4,000	\$247,962	\$80,000	\$3,600	\$24,228	\$107,828 (56.5%)
FI Drum	\$102,573	\$30,310	\$923	\$4,000	\$137,806	\$40,000	\$3,600	\$13,288	\$56,888 (58.7%)
FI Trucker	\$121,708	\$35,965	\$1,217	\$4,000	\$162,890	\$40,000	\$1,800	\$15,767	\$57,567 (64.7%)
Europe	\$855,667	\$252,850	\$7,701	\$59,901	\$1,176,119	\$339,600	\$18,000	\$110,852	\$468,452 (60.2%)
Total (excl Europe)	\$912,214	\$269,559	\$8,444	\$31,486	\$1,221,702	\$403,071	\$20,183	\$118,177	\$541,431 (55.7%)
Average	\$130,316	\$38,508	\$1,206	\$4,498	\$174,529	\$57,582	\$2,883	\$16,882	\$77,347 (55.7%)
Total (incl. Europe)	\$1,767,881	\$522,409	\$16,145	\$91,387	\$2,397,821	\$742,671	\$38,183	\$229,029	\$1,009,883 (57.9%)
Average	\$220,985	\$65,301	\$2,018	\$11,423	\$299,728	\$92,834	\$4,773	\$28,629	\$126,235 (57.9%)

<sup>1</sup> One-time start-up costs associated largely with providing office equipment (e.g., computers) to staff.

<sup>2</sup> Conversion differential (10% of in-house personnel costs).

## **4.2 Savings from Consolidating/Contracting the Remaining CONUS ACAP Offices**

Our estimates of the savings from consolidating and contracting out remaining CONUS ACAP offices is detailed in Table 4.2. We estimate the potential savings from consolidating and contracting out the remaining CONUS ACAP offices to be about \$2,296,741 per year. This is based on an expected savings rate of 40%. This savings rate is, we believe, conservative in that it is lower than the rate achieved or anticipated at any of the direct conversions reviewed in Section 4.1.

We believe that the estimate of savings from consolidating the remaining ACAP offices and contracting them out, approximately \$2.3 million annually, understates the savings that will be realized, for at least two reasons. First, the savings rate we assumed was 40%. This was lower than the lowest savings rate realized or anticipated from any of direct conversions. Moreover, a cost competition of the combined function across all CONUS ACAP offices is likely to generate greater competition that has been realized in the past, resulting in prices that are even more advantageous to the Army and to the taxpayer. Second, the consolidation assumed that all of the TSMs will remain. In fact, plans to regionalize ACAP offices will result in a reduction in TSMs, resulting in further savings.

## **4.3 Could In-house Staff Win a Cost Competition for the Consolidated ACAP Office**

We do not believe that the in-house staff has a reasonable expectation of winning a cost competition for the performance of the consolidated ACAP.<sup>27</sup> To illustrate this point, we consider the price the in-house staff would have to bid to match the contractor cost for a consolidated ACAP office.

The Ft. Myer ACAP office was recently directly converted to contract. It is used as an example. The estimated total contract cost for the Ft. Myer ACAP office is approximately \$188,000. This includes the performance of both the TAO and the JAC function, under consolidation. The total cost of the in-house operation of the TAO function alone, prior to conversion, was \$149,000. Hence, to match the cost of contract operation, the in-house staff

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<sup>27</sup> As discussed earlier, it is not clear that there is in-house staff qualified to perform job assistance center counseling functions.

**Table 4.2**  
**Current Operating Costs of TAO Function at Installations Affected By Conversion**

INSTALLATION	TRAVEL	AWARDS	SUPPLY	SALARIES		
				TSM	TSS	TA
FT BRAGG	\$0	\$3,578	\$5,000	\$61,868	\$274,921	\$48,175
FT CARSON	\$0	\$2,184	\$4,000	\$54,692	\$154,888	\$23,681
FT HOOD	\$0	\$2,900	\$4,000	\$43,358	\$296,038	\$27,859
FT SAM HOUSTON	\$2,551	\$2,254	\$4,000	\$52,027	\$125,402	\$23,681
FT IRWIN	\$1,621	\$1,027	\$3,000	\$56,362	\$38,174	\$24,194
FT LEWIS	\$6,590	\$3,765	\$5,000	\$43,358	\$280,951	\$24,340
FT MCPHERSON	\$0	\$1,185	\$4,000	\$56,362	\$43,408	\$24,194
FT POLK	\$0	\$1,486	\$4,000	\$53,472	\$85,609	\$25,860
FT RILEY	\$0	\$1,884	\$4,000	\$49,137	\$153,519	\$28,592
FT STEWART	\$0	\$1,728	\$5,000	\$49,137	\$224,279	\$21,707
FT BENNING	\$13,855	\$2,885	\$4,000	\$56,711	\$212,217	\$24,927
FT BLISS	\$0	\$0	\$4,000	\$56,711	\$165,193	\$26,393
FT EUSTIS	\$0	\$1,591	\$4,000	\$56,430	\$83,199	\$23,023
FT GORDON	\$0	\$1,675	\$4,000	\$56,711	\$84,405	\$24,194
FT HUACHUCA	\$0	\$1,299	\$4,000	\$67,021	\$43,408	\$26,393
FT JACKSON	\$0	\$0	\$4,000	\$57,466	\$82,564	\$19,537
FT KNOX	\$1,559	\$1,400	\$4,000	\$56,362	\$203,781	\$26,393
FT LEAVENWORTH	\$0	\$1,182	\$3,000	\$62,027	\$44,614	\$26,592
FT LEE	\$0	\$1,766	\$5,000	\$67,021	\$92,844	\$27,126
FT MONROE	\$1,838	\$1,000	\$3,000	\$36,174	\$36,174	\$27,126
FT SILL	\$0	\$2,516	\$4,000	\$67,021	\$165,194	\$21,707
FT LEONARD WOOD	\$3,210	\$2,000	\$4,000	\$60,148	\$159,164	\$23,023
ABERDEEN PROV GRD	\$0	\$0	\$3,000	\$67,021	\$86,816	\$24,927
FT MONMOUTH	\$0	\$1,380	\$3,000	\$58,430	\$116,962	\$22,365
REDSTONE ARSRL	\$0	\$1,019	\$3,000	\$44,802	\$10,994	\$24,194
ST LOUIS (AVSCOM)	\$0	\$1,200	\$3,000	\$61,866	\$43,408	\$26,393
FT BELVOIR	\$0	\$1,174	\$4,000	\$47,692	\$79,171	\$50,587
FT MEADE	\$0	\$2,355	\$4,000	\$52,027	\$167,605	\$21,995

Total Salaries(TSS&TA) \$4,294,080

Benefits \$1,268,901

Awards \$38,647

Total Personnel Costs \$5,601,627

Supplies and travel \$140,224

Total Cost \$5,741,851

Expected Savings rate 40%

Expected Savings \$2,296,741

would have to operate the consolidated JAC and TAO function for about \$39,000 more than it has cost them to operate the TAO function alone. This is less than the cost of an additional counselor. The JAC function is the more demanding of the two functions, and will require relatively more of staff's time. It is implausible that in-house staff could perform the additional functions associated with the JAC at a cost that is only \$39,000 more than performing the TAO function, alone.

It should be noted that, of the several ACAP offices that have been, or are soon to be, converted, the savings rate from conversion at the Ft. Myer ACAP office is the smallest. Hence, it is our view that the result presented in the previous paragraph is conservative.

#### **4.4 CEAC's Economic Analysis of the Army Career and Alumni Program**

The U. S. Army's Cost and Economic Analysis Center (CEAC) completed an analysis of the job assistance function of the ACAP in July 1994.<sup>28</sup> The purpose of CEAC's economic analysis was "...to determine what is the most cost-effective method of providing employment services."<sup>29</sup> The benefits and costs associated with three alternatives were considered:

Alternative 1. Continue contractor provision of job assistance services and operation of job assistance centers (JACs) through FY 2000.

Alternative 2. Convert to in-house (government) operated JACs beginning in FY 1996.

Alternative 3. Convert to in-house (government) operation of JACs in FY 1995.<sup>30</sup>

CEAC examined not only the cost-effectiveness of each alternative, but also non-quantifiable benefits in seven areas:

- Program flexibility
- Ability to maintain operations without interruption.
- Breadth of services.
- Quality of services.
- Compliance with Congressional requirements.

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<sup>28</sup> *Army Career and Alumni Program Economic Analysis*, U.S. Army Cost and Economic Analysis Center (CEAC), July 1994.

<sup>29</sup> CEAC (1994) p. 1 of Executive Summary.

<sup>30</sup> Interestingly, CEAC concluded that Alternative 3 was infeasible because there was insufficient time to conduct the necessary OMB Circular A-76 studies to convert to in-house operation in FY 1995.

- Manageability.
- Versatility.

CEAC concluded that Alternative 1--continued contract operation of the JACs:

1. Provided the most benefits to the Army, as reflected in its aggregate benefits score.
2. Was lower cost than either Alternative 2 or Alternative 3.
3. Had the highest benefits to cost ratio of the three alternatives.
4. Offered minimal risk with respect to uncertainties arising from changes in program size and was most flexible in responding to changes in demand for services.
5. Offered the least risk regarding continuity of services.

Hence, the recent CEAC analysis concluded that contractor provision of job assistance services (which entails operation of the JACs) was preferred to the in-house alternatives in every dimension. *The implication of this study for consolidation of the ACAP functions (JAC and TAO functions) is that, because the JAC related functions constitute the major portion of the total resources necessary to provide ACAP services, it is not reasonable to expect that an in-house bid to operate the consolidated ACAP functions would win. Moreover, to convert the functions associated with providing job assistance to government operation would directly contradict the implications of the CEAC analysis.*

#### **4.5 Conversion and Future Competition**

Conversion of remaining CONUS ACAP offices to contract will enhance current and future competition for the performance of the ACAP functions. By directly converting the remaining ACAP offices to contract operation, there will be private sector competition for the operation of ACAP offices, including the TAO function, for the first time. Currently, under in-house operation, there is no competition for the performance of the TAO function. Moreover, conversion to contract insures that the operation of the ACAP offices will be subject to recompetition periodically, at the natural expiration of the contracts awarded.

Further, it is reasonable to expect that, because private sector firms will be competing for the right to operate the entire ACAP office across all CONUS installations, the level of competition will be greater than it is currently. Previous contract competitions have included

the operation of the JAC, only. Because the scale of the procurement will be somewhat larger with the consolidation of the JAC and TAO function, it is reasonable to expect that additional private sector firms, including leaders in the employment assistance industry, will be induced to submit a proposal. Hence, it is not unreasonable to expect that both the quality of the services provided and the prices at which they are provided will be improved from contracting for all CONUS ACAP offices at once.

#### **4.6 Summary of Expected Savings**

In this section, we have provided evidence, based on actual and pending conversions of individual ACAP offices to contract, that there are substantial cost-savings to be achieved from consolidating and contracting out the remaining CONUS ACAP offices. We estimate that the savings rate from actual or pending direct conversions range from 50% to 70% of the pre-contract in-house costs of the TAO operation, exclusive of the TSM (in-house manager's) cost.

Based on this evidence, we estimate that the savings from consolidating and contracting out all remaining (non-converted) ACAP sites is about \$2.3 million per year. In light of actual and pending savings from direct conversions, and because we anticipate that contracting for all ACAP offices at once will increase competition and improve costs, we believe this estimate of annual savings is conservative.

It is not reasonable that this level of savings could be achieved through consolidation and in-house operation of the CONUS ACAP offices. First, it is not clear that sufficient in-house staff is qualified to perform the job assistance counseling duties of ACAP. Second, we estimate that, based on the Ft. Myer experience, the in-house staff would have to perform the JAC-related functions, along with the TAO functions, with almost no increase in resources relative to its current TAO staffing, if it were to match the cost of contract operation of the consolidated ACAP. Third, a recent CEAC economic analysis of ACAP concluded quite clearly that contract provision of job assistance services, the largest portion of the services provided by the consolidated ACAP, is more efficient and effective than in-house provision. Fourth, with in-house performance, regular re-competitions in the future would be unlikely. Moreover, the benefits that we anticipate from greater private sector interest in competing for ACAP would not be realized.

Finally, conducting a full cost comparison prior to, presumably, consolidating and contracting out for the operation of all CONUS ACAP offices, would be a costly and unproductive exercise, in this instance. First, there are significant administrative costs associated with the full cost comparison, discussed briefly in Section 3. Second, the realization of savings associated with consolidating and contracting ACAP would be delayed. If the full cost comparison were to require two additional years before the savings were to be realized, the present value of the delay costs would be approximately \$4.4 million.<sup>31</sup>

## 5. SUMMARY

The purpose of this application is to request a waiver from certain provisions of OMB Circular A-76 so that the Army can contract with the private sector, through a competitive bidding process, for the operation of all its Army Career and Alumni Program (ACAP) offices in CONUS without conducting a formal cost comparison process with a potential in-house operation.

The Army Career and Alumni Program offices are currently divided into two functions. The Transition Assistance Office (TAO) provides assistance and referral services regarding the benefits available to separating Army members and their families. The Job Assistance Center (JAC) provides employment counseling and job leads to separating members and their families. In CONUS, the TAO is operated by in-house civilian personnel, while the JAC services are provided by contract.

Currently, there are 35 ACAP offices at installations across the United States, with a total of 133 civilian personnel staffing these offices. The Army would like to consolidate the TAO and JAC functions, and contract with the private sector for the services provided by the consolidated ACAP office. Approximately 113 civilian positions would be affected by the conversion to contract. In no case are there more than 9 in-house civilians staffing an ACAP office at a given installation.

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<sup>31</sup> The present value of the costs is calculated from the time at which savings would begin to accrue under a direct conversion of all remaining CONUS ACAP offices, using a 10% discount rate and the (conservative) estimate that annual savings would be \$2.3 million per year.

Seven CONUS ACAP offices have been, or are currently in the process of being, consolidated and directly converted to contract. OMB Circular A-76 permits direct conversion to contract, without a full cost comparison, in activities for which there are 10 or fewer full time equivalent civilian personnel. However, to consolidate and convert all ACAP offices at once would involve about 113 civilian employees. Under the Circular, a waiver of the requirement for a full cost comparison is required, unless all affected employees can be placed at comparable federal positions. This is apparently true even though there are no more than 9 affected civilian employees at any single installation.

The following summarizes the criteria for granting a waiver:

"3. Waivers shall be granted only as follows:

a. A written cost comparison waiver will be prepared and signed by the authorized waiver official. The waiver will be accompanied by a detailed determination that the conversion meets the following requirements:

(1) The conversion will result in a significant financial or service quality improvement and a finding the conversion will not serve to reduce significantly the level of competition in the future award or performance of work; or

(2) The waiver will establish why in-house or contract offers have no reasonable expectation of winning a competition conducted under the comparison procedures of the Supplement."<sup>32</sup>

In this paper, we have shown that the conditions for granting a waiver are more than satisfied. In addition, we have indicated some important additional considerations which would make it almost impossible for an in-house team to operate the consolidated ACAP office as efficiently and effectively as a competitively awarded contract. In particular, we have shown:

- Consolidated ACAP offices, operated through competitively awarded contracts, are expected to save about \$2.3 million per year.
- Conversion of the entire ACAP office to contract will enhance current and future competition, probably resulting in greater cost reductions and/or improved services.
- It is not reasonable that an in-house team could win the competition. Using evidence from a recent direct conversion, an in-house team would have to operate the job

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<sup>32</sup> *OMB Circular A-76 Revised Supplemental Handbook*, Policy Implementation, Part 1, Chapter 1, section E, March 1996, p.5.

assistance function with almost no additional resources to match a conservative estimate of the contractor's bid. This is not reasonable. Moreover, a recent CEAC study has concluded that contract provision of job assistance services is both more efficient and more effective than government provision.

- The cost of a two year delay in consolidating and contracting out CONUS ACAP offices, due to a requirement for a full cost comparison, is likely to exceed \$4.4 million.

In addition, there are other circumstances that suggest that contract performance of the consolidated ACAP function is in the best interests of the government and the taxpayer:

- Job assistance counseling will constitute the major portion of the services provided by ACAP under the consolidated function. Most incumbent in-house staff are not currently qualified to conduct counseling for private sector jobs.
- Currently, there is a contractual requirement for a relevant master's degree to conduct job assistance counseling. Most in-house transition services specialists would not qualify unless this requirement were waived.
- Moreover, many private sector corporations outsource job assistance counseling as a matter of efficiency and policy.
- Job assistance counseling is currently conducted by contract, and was recognized as a commercial activity for which there was little in-house expertise at the inception of ACAP.
  - In-house operation of ACAP would require converting an activity that is currently conducted satisfactorily back to an in-house activity. This would be a retreat from the major premise of OMB Circular A-76 and the underlying policy of relying on the private sector.
- There are fewer than 10 in-house civilian ACAP staff at any installation.
  - Arguably, the spirit of the "10 and under" rule for direct conversion is satisfied.
  - It is likely that, because there are only small numbers of civilians involved at each installation, most can be placed in comparable positions.
  - To date, all of the in-house civilians displaced by direct conversion at CONUS ACAP offices have been placed.

**APPENDIX B**

**Interview Protocols**

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TSM AND CIM**

**DATE:** \_\_\_\_\_

**INTERVIEWER:** \_\_\_\_\_

**SITE:** \_\_\_\_\_

**INTRODUCTION**

The Human Resources Research Organization and Lewin-VHI, Inc. are conducting a study at the request of the ACAP Job Assistance Branch, HQ, Total Army Transition Division (TATD) entitled, "Cost Analysis of ACAP's Transition Assistance Office (TAO) Services."

TATD was designated as a National Performance Review Reinvention Laboratory by the Secretary of the Army in 1995. As a Reinvention Laboratory, TATD's mission is expanded to include the testing and application of new concepts and technology to personnel services and support operations. The objective of these efforts is to reduce costs while improving efficiency and the quality of customer services.

As part of the Reinvention Laboratory's commitment to reengineering personnel services and support functions for the Army, we are conducting interviews with key personnel in the TAO and JAC, as well as with the Civilian Personnel Chief and others, at several installations. The purpose of the interviews is to better understand the present transition assistance and job assistance functions and services, and to identify potential ways to reduce costs, while maintaining or improving efficiency and effectiveness. Potential improvements may include consolidation of tasks and activities, greater standardization and contracting out of services and products, and reengineering of transition and job assistance procedures.

We anticipate conducting group or individual interviews with TAO and JAC staff members, which will take approximately one to one and one-half days at each installation. Our questions will address the following three areas:

- the major Transition Assistance Office (TAO) and Job Assistance Center (JAC) functions and services.
- patterns of communication within and outside the TAO and JAC offices, and
- potential improvements in work flow and customer satisfaction.

**INTERVIEWEE**

- A. **JOB TITLE** \_\_\_\_\_
- B. **TENURE IN THIS JOB** \_\_\_\_\_
- C. **GS** \_\_\_\_\_
- D. **NAME** \_\_\_\_\_

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TSM AND CIM**

PLEASE PROVIDE US WITH AN ORGANIZATIONAL CHART. YOU MAY DRAW ONE IF YOU DO NOT HAVE A CHART AVAILABLE.

PLEASE PROVIDE US WITH STAFF JOB DESCRIPTIONS

EMPLOYEE SCHEDULE:

JOB TITLE	NO. FULL- TIME	NO. PART- TIME	GS LEVEL	MIL	CIV	OTHER CIV	VACS <small>(vacancies)</small>
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HOW MANY PEOPLE DO YOU SUPERVISE?

WHAT ARE YOUR RESPONSIBILITIES AND ACTIVITIES IN CONNECTION WITH THE JAC?  
[PROBE: FOR EXAMPLE, PROVIDE LOGISTICAL SUPPORT]

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

## **INTERVIEW PROTOCOL FOR TSM AND CIM**

**THE FOLLOWING QUESTIONS REFER TO THE TAO AND JAC IN GENERAL. LATER I WILL ASK YOU ABOUT YOUR SPECIFIC JOB DUTIES.**

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TSM AND CIM**

- C. IS YOUR STAFF THE RIGHT SIZE FOR THE WORKLOAD? PLEASE PROVIDE DETAILS ON WHY OR WHY NOT.
- D. WERE THERE PERIODIC HIGHS OR LOWS THROUGHOUT THE YEAR? IF SO, DESCRIBE.
- E. DO YOU ANTICIPATE ANY CHANGES DURING FY1996 OR FY1997? IF SO, WHAT?

• **POTENTIAL IMPROVEMENTS IN WORK FLOW AND CUSTOMER SATISFACTION**

- 5. CAN YOU IDENTIFY ANY PROCESSES OR PROCEDURES THAT COULD BE REENGINEERED OR CONSOLIDATED TO IMPROVE EFFICIENCY?  
[PROBE: FOR EXAMPLE, ALLEVIATION OF DOWN TIME OR REDUNDANT ACTIVITIES, CONSOLIDATION OF ACTIVITIES, IMPROVED SCHEDULING.]
  - A. DESCRIBE THE CHANGES YOU WOULD LIKE TO SEE AND HOW THEY WOULD IMPROVE EFFICIENCY.
- 6. ARE THERE ANY PROCESSES OR PROCEDURES WHICH COULD BE REENGINEERED OR CONSOLIDATED TO REDUCE COSTS, WHILE MAINTAINING OR IMPROVING EFFICIENCY AND CUSTOMER SATISFACTION?
  - A. DESCRIBE THE CHANGES YOU WOULD LIKE TO SEE AND HOW THEY WOULD IMPROVE EFFECTIVENESS.

EVALUATE AMOUNT OF TIME LEFT: QUESTION 7 IS OPTIONAL IF TIME PERMITS.

- 7. CAN YOU IDENTIFY ANY PROCESSES OR PROCEDURES THAT COULD BE REENGINEERED OR CONSOLIDATED TO IMPROVE CUSTOMER SATISFACTION, REDUCE CUSTOMER INCONVENIENCES, OR ENHANCE SERVICES?
  - A. DESCRIBE THE CHANGES YOU WOULD LIKE TO SEE AND HOW THEY WOULD IMPROVE EFFECTIVENESS.
- 8. ARE THERE ANY GAPS IN SERVICES OR PRODUCTS, AND HOW COULD THEY BE FILLED?
- 9. IS THERE ANY DUPLICATION OR PARTIAL OVERLAP OF TASKS PERFORMED BY TWO OR MORE PEOPLE WITHIN THE TAO/JAC, OR ACROSS THE TAO AND JAC?
  - A. HOW IS WORK COORDINATED WITH OTHER PEOPLE OR ORGANIZATIONS?  
[PROBE: SPECIFICALLY PROBE ABOUT TAO-JAC (OR JAC-TAO) COORDINATION.]

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TSM AND CIM**

10. HOW FREQUENTLY ARE THERE DOWN TIMES DURING A TYPICAL WORK WEEK? GIVE THE APPROXIMATE NUMBER OF TIMES THIS OCCURS.
  - A. FOR WHICH ACTIVITIES?
  - B. WHY DO THEY OCCUR?
  - C. HOW LONG, IN HOURS, IS A TYPICAL DOWN TIME?
11. ARE THERE ANY IMPROVEMENTS IN EFFICIENCY OR ORGANIZATIONAL EFFECTIVENESS THAT YOU WOULD LIKE TO SEE IMPLEMENTED IN THE NEAR FUTURE?
- **SPECIFIC TSM AND CIM RESPONSIBILITIES AND ACTIVITIES**
12. DESCRIBE YOUR MAJOR RESPONSIBILITIES AND ACTIVITIES.  
[PROBE: FOR EXAMPLE, PROVIDE CLIENT ORIENTATION, COUNSELING, DEVELOP MARKETING PLANS, EVALUATE SERVICES AND PRODUCTS.]
  - A. MANAGERIAL, IF APPLICABLE
  - B. OTHER
13. HOW IMPORTANT IS EACH RESPONSIBILITY AND ACTIVITY TO YOUR JOB--USING A FIVE POINT SCALE WHERE 5 IS VERY IMPORTANT AND 1 IS NOT AT ALL IMPORTANT?
14. HOW FREQUENTLY DO YOU PERFORM EACH ACTIVITY IN A TYPICAL WEEK? GIVE THE APPROXIMATE NUMBER OF TIMES PER WEEK.
15. HOW MUCH TIME DO YOU USUALLY SPEND ON EACH ACTIVITY--IN HOURS IN A TYPICAL WEEK?
16. WHAT SERVICES AND PRODUCTS DO YOU SPECIFICALLY PROVIDE TO CLIENTS?  
[PROBE: FOR EXAMPLE, ASSESSING CLIENT NEEDS, COUNSELING, MAKING REFERRALS, ADVERTISING MATERIALS, MANAGEMENT REPORTS]
17. WHAT DATA BASES AND OTHER INFORMATION DO YOU USE IN YOUR JOB?  
[PROBE: FOR EXAMPLE, CLIENT FILES, THE STANDARD INSTALLATION DIVISION PERSONNEL SYSTEM (SIDPERS) C13 LOSS ROSTER, OR THE ARMY EMPLOYER ALUMNI NETWORK (AEAN) DATA BASE.]
  - A. HOW MANY TIMES IN A TYPICAL WEEK DO YOU USE EACH DATA BASE?
  - B. HOW MUCH TIME DO YOU USUALLY SPEND PER SESSION IN MINUTES?

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TSM AND CIM**

18. ARE YOU AWARE OF ANY DIFFERENCES IN THE WAY YOUR DUTIES AND TASKS ARE ACCOMPLISHED IN THIS OFFICE COMPARED WITH OTHER OFFICES? IF SO, PLEASE DESCRIBE THESE DIFFERENCES.
  - **PATTERNS OF COMMUNICATION WITHIN AND OUTSIDE OFFICE**
  19. DESCRIBE YOUR WORK-RELATED CONTACTS WITH OTHER PEOPLE OR ORGANIZATIONS WITHIN OR OUTSIDE THE TAO/JAC. DESCRIBE:
    - A. WITH WHOM YOU WORK [GIVE JOB TITLE AND ORGANIZATION],
    - B. ON WHAT ACTIVITIES YOU WORK WITH OTHERS,  
[PROBE: ASK SPECIFICALLY ABOUT COORDINATING WITH OTHERS--WITH WHOM AND ON WHAT ACTIVITIES]
    - C. THE NUMBER OF TIMES YOU WORK WITH THIS PERSON OR ORGANIZATION IN A TYPICAL WEEK, AND
    - D. THE TOTAL LENGTH OF TIME YOU WORK WITH THIS PERSON OR ORGANIZATION DURING A TYPICAL WEEK--IN HOURS.
  20. HOW FREQUENTLY DO YOU EXPERIENCE DOWN TIMES DURING A TYPICAL WORK WEEK? GIVE THE APPROXIMATE NUMBER OF TIMES THIS OCCURS.
    - A. HOW LONG, IN HOURS, IS A TYPICAL DOWN TIME?
- QUESTIONS 21 AND 22 ARE OPTIONAL FOR CLOSING AND IF TIME PERMITS.
21. WHAT KNOWLEDGE, SKILLS AND ABILITIES DO YOU NEED TO PERFORM YOUR JOB?  
[PROBE: FOR EXAMPLE, KNOWLEDGE OF CLIENT SERVICES, SKILL IN USING THE TAO OR JAC MIS, AND ABILITY TO TEACH JOB-SEARCH SKILLS.]
  22. DO YOU HAVE ANY OTHER INFORMATION YOU WOULD LIKE TO PROVIDE ABOUT YOUR DUTIES, RESPONSIBILITIES, TASKS OR WORK FLOW?

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TAO AND JAC STAFF MEMBERS**

DATE: \_\_\_\_\_

INTERVIEWER: \_\_\_\_\_

SITE: \_\_\_\_\_

**INTRODUCTION**

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TATD was designated as a National Performance Review Reinvention Laboratory by the Secretary of the Army in 1995. As a Reinvention Laboratory, TATD's mission is expanded to include the testing and application of new concepts and technology to personnel services and support operations. The objective of these efforts is to reduce costs while improving efficiency and the quality of customer services.

As part of the Reinvention Laboratory's commitment to reengineering personnel services and support functions for the Army, we are conducting interviews with key personnel in the TAO and JAC, as well as with the Civilian Personnel Chief and others, at several installations. The purpose of the interviews is to better understand the present transition assistance and job assistance functions and services, and to identify potential ways to reduce costs, while maintaining or improving efficiency and effectiveness. Potential improvements may include consolidation of tasks and activities, greater standardization and contracting out of services and products, and reengineering of transition and job assistance procedures.

We anticipate conducting group or individual interviews with TAO and JAC staff members, which will take approximately one to one and one-half days at each installation. Our questions will address the following three areas:

- the major Transition Assistance Office (TAO) and Job Assistance Center (JAC) functions and services,
- patterns of communication within and outside the TAO and JAC offices, and
- potential improvements in work flow and customer satisfaction.

**INTERVIEWEE**

- A. JOB TITLE \_\_\_\_\_
- B. TENURE IN THIS JOB \_\_\_\_\_
- C. GS \_\_\_\_\_
- D. NAME \_\_\_\_\_

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TAO AND JAC STAFF MEMBERS**

• **MAJOR RESPONSIBILITIES AND ACTIVITIES**

1. DESCRIBE YOUR MAJOR RESPONSIBILITIES AND ACTIVITIES.  
[PROBE: FOR EXAMPLE, UPDATE CLIENT LIST, PROVIDE CLIENT ORIENTATION, COLLECT EMPLOYER INFORMATION.]
  - A. MANAGERIAL, IF APPLICABLE
  - B. OTHER
2. HOW IMPORTANT IS EACH RESPONSIBILITY AND ACTIVITY TO YOUR JOB--USING A FIVE POINT SCALE WHERE 5 IS VERY IMPORTANT AND 1 IS NOT AT ALL IMPORTANT?
3. HOW FREQUENTLY DO YOU PERFORM EACH ACTIVITY IN A TYPICAL WEEK? GIVE THE APPROXIMATE NUMBER OF TIMES PER WEEK.
4. HOW MUCH TIME DO YOU USUALLY SPEND ON EACH ACTIVITY--IN HOURS IN A TYPICAL WEEK?
5. WHAT SERVICES AND PRODUCTS DO YOU PROVIDE?  
[MAY BE SOMEWHAT REDUNDANT WITH QUESTION 1.]  
[PROBE: FOR EXAMPLE, SERVICES COULD INCLUDE ASSESSING CLIENT NEEDS, COUNSELING, MAKING REFERRALS; PRODUCTS COULD INCLUDE ADVERTISING MATERIALS, MANAGEMENT REPORTS]
6. WHAT DATA BASES AND OTHER INFORMATION DO YOU USE IN YOUR JOB?  
[PROBE: FOR EXAMPLE, CLIENT FILES, THE STANDARD INSTALLATION DIVISION PERSONNEL SYSTEM (SIDPERS) C13 LOSS ROSTER, OR THE ARMY EMPLOYER ALUMNI NETWORK (AEAN) DATA BASE.]
  - A. HOW MANY TIMES IN A TYPICAL WEEK DO YOU USE EACH DATA BASE?
  - B. HOW MUCH TIME DO YOU USUALLY SPEND PER SESSION IN MINUTES?
7. ARE THERE UNIQUE REQUIREMENTS AND NEEDS THE TAO/JAC MUST FULFILL AT THIS INSTALLATION, WHICH ARE NOT STANDARD?

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TAO AND JAC STAFF MEMBERS**

8. ARE YOU AWARE OF ANY DIFFERENCES IN THE WAY YOUR DUTIES AND TASKS ARE ACCOMPLISHED IN THIS OFFICE COMPARED WITH OTHER OFFICES? IF SO, PLEASE DESCRIBE THESE DIFFERENCES.  
[PROBE: DUTIES AND TASKS MAY DIFFER ACROSS INSTALLATIONS BECAUSE OF THE DIFFERENCES IN PRIMARY MOSs AT EACH LOCATION OR IN THE LOCAL LABOR MARKETS.]
  
9. ARE THERE ANY IMPORTANT DIFFERENCES BETWEEN HOW THINGS ARE SUPPOSED TO BE DONE AND HOW THEY ARE DONE IN PRACTICE? IF YES, DESCRIBE.
  
10. HOW WOULD YOU DESCRIBE YOUR WORKLOAD DURING THE PAST YEAR (FY1995)?
  - A. IN GENERAL TERMS, WOULD YOU SAY IT WAS HEAVY, MODERATE OR LIGHT?
  - B. MORE SPECIFICALLY, HERE IS A LIST OF SOME INDICATORS. PLEASE PROVIDE ESTIMATES OF:
    1. THE NUMBER OF CLIENTS SEEN INDIVIDUALLY PER COUNSELOR  
WEEKLY \_\_\_\_\_  
[NOTE: MAKE SURE TAO STAFF REFERS ONLY TO TAO CLIENTS AND JAC STAFF REFERS ONLY TO JAC CLIENTS]
    2. THE NUMBER OF CLIENTS SEEN IN GROUP SESSIONS WEEKLY  
\_\_\_\_\_
    3. THE AMOUNT OF TIME SPENT COUNSELING EACH CLIENT  
\_\_\_\_\_
    4. THE NUMBER OF CLIENTS SEEN BY THE TSM WEEKLY  
\_\_\_\_\_
    5. THE AMOUNT OF BACKLOG MONTHLY (DESCRIBE THE TYPES OF BACKLOG, E.G., UNCOMPLETED REPORTS, BACKLOG OF CLIENT APPOINTMENTS, AND)
    6. THE AMOUNT OF TIME STAFF SPENDS ON FUNCTIONS OUTSIDE THE TAO/JAC (DESCRIBE THE FUNCTIONS).
  - C. WERE THERE PERIODIC HIGHS OR LOWS THROUGHOUT THE YEAR? IF SO, DESCRIBE.
  - D. DO YOU ANTICIPATE ANY CHANGES DURING FY1996 OR FY1997? IF SO, WHAT?

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TAO AND JAC STAFF MEMBERS**

- **PATTERNS OF COMMUNICATION WITHIN AND OUTSIDE OFFICE**
- 11. DESCRIBE YOUR WORK-RELATED CONTACTS WITH OTHER PEOPLE OR ORGANIZATIONS WITHIN OR OUTSIDE THE TAO/JAC. DESCRIBE:
  - A. WITH WHOM YOU WORK [GIVE JOB TITLE AND ORGANIZATION],
  - B. ON WHAT ACTIVITIES YOU WORK WITH OTHERS,  
[PROBE: ASK SPECIFICALLY ABOUT COORDINATING WITH OTHERS--WITH WHOM AND ON WHAT ACTIVITIES]
  - C. THE NUMBER OF TIMES YOU WORK WITH THIS PERSON OR ORGANIZATION IN A TYPICAL WEEK, AND
  - D. THE TOTAL LENGTH OF TIME YOU WORK WITH THIS PERSON OR ORGANIZATION DURING A TYPICAL WEEK--IN HOURS.
- **POTENTIAL IMPROVEMENTS IN WORK FLOW AND CUSTOMER SATISFACTION**
- 12. CAN YOU IDENTIFY ANY PROCESSES OR PROCEDURES THAT COULD BE REDESIGNED OR CONSOLIDATED TO IMPROVE EFFICIENCY?  
[PROBE: FOR EXAMPLE, ALLEVIATION OF DOWN TIME OR REDUNDANT ACTIVITIES, CONSOLIDATION OF ACTIVITIES, IMPROVED SCHEDULING.]
  - A. DESCRIBE THE CHANGES YOU WOULD LIKE TO SEE AND HOW THEY WOULD IMPROVE EFFICIENCY.
- 13. ARE THERE ANY PROCESSES OR PROCEDURES WHICH COULD BE REDESIGNED OR CONSOLIDATED TO REDUCE COSTS, WHILE MAINTAINING OR IMPROVING EFFICIENCY AND CUSTOMER SATISFACTION?
  - A. DESCRIBE THE CHANGES YOU WOULD LIKE TO SEE AND HOW THEY WOULD IMPROVE EFFECTIVENESS.
- EVALUATE AMOUNT OF TIME LEFT: QUESTION 14 IS OPTIONAL IF TIME PERMITS.
- 14. CAN YOU IDENTIFY ANY PROCESSES OR PROCEDURES THAT COULD BE REDESIGNED OR CONSOLIDATED TO IMPROVE CUSTOMER SATISFACTION, REDUCE CUSTOMER INCONVENIENCES, OR ENHANCE SERVICES?
  - A. DESCRIBE THE CHANGES YOU WOULD LIKE TO SEE AND HOW THEY WOULD IMPROVE EFFECTIVENESS.

**ARMY CAREER AND ALUMNI PROGRAM (ACAP)  
ANALYSIS OF TAO AND JAC FUNCTIONS AND SERVICES**

**INTERVIEW PROTOCOL FOR TAO AND JAC STAFF MEMBERS**

15. ARE THERE ANY GAPS IN SERVICES OR PRODUCTS, AND HOW COULD THEY BE FILLED?
  
16. IS THERE ANY DUPLICATION OR PARTIAL OVERLAP OF TASKS PERFORMED BY TWO OR MORE PEOPLE WITHIN THE TAO/JAC, OR ACROSS THE TAO AND JAC?
  - A. DO YOU COORDINATE YOUR WORK WITH OTHER PEOPLE OR ORGANIZATIONS? IF SO, DESCRIBE.  
[PROBE: SPECIFICALLY PROBE ABOUT TAO-JAC (OR JAC-TAO) COORDINATION.]
  
17. HOW FREQUENTLY DO YOU EXPERIENCE DOWN TIMES DURING A TYPICAL WORK WEEK? GIVE THE APPROXIMATE NUMBER OF TIMES THIS OCCURS.
  - A. HOW LONG, IN HOURS, IS A TYPICAL DOWN TIME?

QUESTIONS 18, 19 AND 20 ARE OPTIONAL FOR CLOSING AND IF TIME PERMITS.

18. WHAT KNOWLEDGE, SKILLS AND ABILITIES DO YOU NEED TO PERFORM YOUR JOB?  
[PROBE: FOR EXAMPLE, KNOWLEDGE OF CLIENT SERVICES, SKILL IN USING THE TAO OR JAC MIS, AND ABILITY TO TEACH JOB-SEARCH SKILLS.]
  
19. ARE THERE ANY IMPROVEMENTS IN EFFICIENCY OR ORGANIZATIONAL EFFECTIVENESS THAT YOU WOULD LIKE TO SEE IMPLEMENTED IN THE NEAR FUTURE?
  
20. DO YOU HAVE ANY OTHER INFORMATION YOU WOULD LIKE TO PROVIDE ABOUT YOUR DUTIES, RESPONSIBILITIES, TASKS OR WORK FLOW?

**APPENDIX C**

**DD Form 2648, Preseparation Counseling Checklist**

## PRESEPARATION COUNSELING CHECKLIST

*(Please read Privacy Act Statement on back before completing this form.)*

**SECTION I.** Please indicate (by checking YES or NO) whether you or your spouse (if applicable) desire counseling for the following services and benefits. All benefits and services checked YES should be used in developing your ITP. The following services and benefits are available to all Service members, unless otherwise specified.

	SERVICE MEMBER			SPOUSE			REFERRED TO <i>(Input is optional)</i>
	YES	NO	N/A	YES	NO	N/A	
<b>1. INDIVIDUAL TRANSITION PLAN (ITP)</b>							
<b>2. EFFECTS OF A CAREER CHANGE</b>							
<b>3. EMPLOYMENT ASSISTANCE</b>							
a. Dept. of Labor sponsored Transition Assistance Program and Service sponsored Transition Seminars/Programs							
b. Use of DD Form 2586 (Verification Certification of Military Experience and Training)							
c. Defense Outplacement Referral System (DORS)							
d. Public and Community Service (PACS)							
e. Transition Bulletin Board (TBB)							
f. Teacher and Teacher's Aid Placement/Certification Program							
g. Federal Employment Opportunities							
h. Hiring Preference in Non-Appropriated Fund (NAF) jobs (VSI, SSB, Eligible Involuntary Separatees)							
i. State Employment Agencies/Interstate Job Bank							
<b>4. RELOCATION ASSISTANCE</b>							
a. Excess leave and permissive (TDY/TAD)							
*b. Travel and transportation allowances							
*c. Military family housing extension (VSI, SSB, Eligible Involuntary Separatees)							
*d. Commissary and exchange benefits extension (VSI, SSB, Eligible Involuntary Separatees)							
*e. DODDS school extension (Eligible Involuntary Separatees Only)							
<b>5. EDUCATION/TRAINING</b>							
a. Education benefits (Montgomery Bill, Veterans Educational Assistance Program, Vietnam-era, etc.)							
b. Job Training Partnership Act (JTPA) (VSI, SSB, Eligible Involuntary Separatees)							
c. Additional education or training options							
<b>6. HEALTH AND LIFE INSURANCE</b>							
a. 60-day or 120-day extended Military Medical and Dental benefits (VSI, SSB, Eligible Involuntary Separatees)							
b. Option to purchase 18-month conversion health insurance							
c. Concurrent pre-existing condition coverage with purchase of conversion health insurance (VSI, SSB, Eligible Involuntary Separatees)							
d. Veterans' Group Life Insurance							
<b>7. FINANCES</b>							
a. Financial Management							
b. Separation pay (VSI, SSB, Eligible Involuntary Separatees)							
c. Unemployment compensation							
d. Other financial assistance (VA Loans, SBA Loans, and other government grants and loans)							
<b>8. RESERVE AFFILIATION/PRIORITY</b>							
<b>9. DISABLED VETERANS</b>							
a. Disabled Transition Assistance Program (DTAP)							
b. VA Disability Benefits							

\* STATUS OF FORCES AGREEMENT LIMITATIONS APPLY FOR OVERSEAS SERVICE MEMBERS

**PRIVACY ACT STATEMENT****AUTHORITY:** 10 USC 1142, E.O. 9397

**PRINCIPAL PURPOSE:** To record preseparation services and benefits requested by and provided to service member; to identify preseparation counseling areas of interest as a basis for development of an individual Transition Plan (ITP). The signed preseparation counseling checklist will be maintained in the Service member's official personnel file. Title 10, USC 1142, requires that not later than 90 days before the date of separation, preseparation counseling for Service members be made available.

**ROUTINE USES:** None**DISCLOSURE:** Voluntary; however, the use of Social Security Number is strictly to assure proper identification of the individual and appropriate records

As a separating Service member, after receiving basic preseparation information and completing this checklist, you and your spouse (if applicable) are entitled to receive assistance in developing an ITP and individual counseling based on the areas of interest you have identified on the checklist. The preseparation checklist addresses a variety of transition services and benefits to which you may be entitled. Each individual is strongly encouraged to take advantage of the opportunity to develop an ITP. The purpose of an ITP is to identify educational, training, and employment objectives and to develop a plan to achieve these objectives. It is the Military Department's responsibility to offer Service members the opportunity and assistance to develop an ITP. It is the Service member's responsibility to develop an ITP based on his/her specific objectives and the objectives of his or her spouse, if appropriate.

**SECTION II - PERSONAL INFORMATION (To be filled out by all applicants)**

10. NAME (Last, First, Middle Initial)		11. SSN	12. GRADE
13. SERVICE	14. U.I.C.	15. EXPECTED SEPARATION DATE (YYMMDD)	16. DATE CHECKLIST PREPARED (YYMMDD)

**17. COMMENTS****SECTION III - ALL TRANSITIONING SERVICE MEMBERS MUST READ AND SIGN**

I was offered preseparation counseling on the above transition benefits and assistance as appropriate. I understand that this preseparation counseling is provided to assist my transition process as required by Title 10, USC 1142. I (accept) (decline) (strike out appropriate remark) further transition assistance counseling. (If you declined further transition assistance counseling, skip to item 18.) I checked those places where I desire further information or counseling. I have also been advised where to obtain assistance in developing an ITP.

18. SERVICE MEMBER SIGNATURE	19. DATE OF SIGNATURE
20. TRANSITION COUNSELOR SIGNATURE	21. DATE OF SIGNATURE

## **APPENDIX D**

### **Individual Transition Plan (ITP)**

**DTIC COULD NOT GET MISSING  
PAGE FROM CONTRIBUTOR**

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: ARMY COMMUNITY SERVICE

Hours: 0800-1630 HOURS/APPOINTMENTS PREFERRED/WALK-IN FOR EMERGENCY

Contact: EACH PROGRAM MANAGER

Ph: 410-278-7474/7478

Address: BLDG 2754

APG, MD 21005-5001

Services: Soldier and family social support systems for multiple needs

CONCERNS	ITEMS TO BRING	PRIORITY
Exceptional Family Member Prog	See Sharon Grzanka - EFMP Mgr	Routine
Relocation & Information	See Marilyn Howard - Reloc Mgr	Routine
S.I.T.E.S On-Line Computer	See Marilyn Howard	Routine
Emergency Food Locker	See Marilyn Howard	Routine
Lending Closet	See Marilyn Howard	Routine
Family Advocacy Program	See Celestine Beckett	Routine
Army Emergency Relief/B. 3502	Mary Kaminis/DA 1103/3-2508	Routine
Budget Cnslng/Financial Plan	Margie Fissel/3-9391 Bldg 3502	Routine
Debt Consolidation	Income Stmt, Creditors & Bills	Routine
Alcohol & Drug Counseling/Info	See Cindy Scott, 3-3137/3784	Routine

Evaluation of ARMY COMMUNITY SERVICE

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes      B) No      C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes      B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes      B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes      B) Partially    C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes      B) Partially    C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: CHAMBER OF COMMERCE  
Hours: 0800 - 1630; MONDAY - FRIDAY  
Contact: RECEPTIONIST  
Address: 108 SOUTH BOND STREET  
BEL AIR, MD 21014

Ph: (410) 879-7270

Services: Info @ local area & support group for business, employment.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Small Business/Entrepreneur	Assistance to start Bus./Netwk	Routine
Relocation Information	Provides Ph #'s Nationwide	Routine
Educational Institutions	Adult/Child-Trad'l/Vocational	Routine
Employment/Business Opportnity	Request Membership Directory	Routine
Membership Directory	Some COC's MAY Charge for Copy	Routine
Other State POC's	Ask for City/County/State PH#s	Routine
Referral to Realtors	To obtain local housing info.	Routine
Recreation Services		Routine

Evaluation of CHAMBER OF COMMERCE

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit? \_\_\_\_\_  
A) Yes      B) No      C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment? \_\_\_\_\_  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected? \_\_\_\_\_  
A) Yes      B) Only partially    C) No
4. Was the staff courteous and caring? \_\_\_\_\_  
A) Yes      B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem? \_\_\_\_\_  
A) Yes      B) Partially      C) No
6. Was the agency helpful in your transition from the Army? \_\_\_\_\_  
A) Yes      B) Partially      C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: CHAMPUS/HEALTH BENEFITS OFFICE

Hours: Walk-In:M,T,W,F:0800-1100 & 1300-1600; Thu:8-11 & 1-4:30 hrs

Contact: Ellen Bradley, Health Benefits Advisor

Ph: 278-3095

Address: KIRK ARMY HEALTH CLINIC

BLDG 2501

APG, MD 21005

Services: Assistance and information related to health benefits.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
CHAMPUS Billing Issues	All Benefits Explanations-Bill	Routine
Supplemental Programs	Retirement/Special Needs, etc.	Routine
Extended Health Care Benefits	VSI/SSB/Involuntary Separation	Routine
CHCBP	Optional Health Care Program	Routine
Reg'l Health Benefits Advisors	Phone #'s for Other Installtns	Routine

Evaluation of CHAMPUS/HEALTH BENEFITS OFFICE

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit? \_\_\_\_\_  
A) Yes      B) No      C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment? \_\_\_\_\_  
A) 1 week or less      B) 1 to 3 weeks      C) 3 weeks or more
3. Were you offered the type of assistance you expected? \_\_\_\_\_  
A) Yes      B) Only partially      C) No
4. Was the staff courteous and caring? \_\_\_\_\_  
A) Yes      B) Some of them or part of the time      C) No.
5. Did the staff know how to help with your request or problem? \_\_\_\_\_  
A) Yes      B) Partially      C) No
6. Was the agency helpful in your transition from the Army? \_\_\_\_\_  
A) Yes      B) Partially      C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: CIVILIAN PERSONNEL OFFICE

Hours: CPO: Window 0900-1300/Walk-In BullBrd/NAF: 0800-1630 Walk-In

Contact: Office Receptionist

Ph: CPO 35678; NAF 3-5127

Address: NONAPPROPRIATED FUND/NAF

BLDG 305 (Co-Located)  
APG, MD 21005

Services: CPO: Local federal vacancies & NAF: Local job vacancies.

CONCERNS	ITEMS TO BRING	PRIORITY
Other Federal Agency Info	Request Org/Address/Phone #	Routine
Veterans Readjustment Authority	For Qualified Veterans ONLY!	Routine
Intern Programs	Local/AMC	Routine
Priority for Government Jobs		Routine
Application Forms	Check Bins Under Bull. Board	Routine
180 Day Waiting Per'd @/Retire	For DOD jobs only!	Routine
Veterans Preference	Need DD214 to verify eligibility	Routine

Evaluation of CIVILIAN PERSONNEL OFFICE

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit? \_\_\_\_\_  
A) Yes                    B) No                    C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment? \_\_\_\_\_  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected? \_\_\_\_\_  
A) Yes                    B) Only partially    C) No
4. Was the staff courteous and caring? \_\_\_\_\_  
A) Yes                    B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem? \_\_\_\_\_  
A) Yes                    B) Partially                C) No
6. Was the agency helpful in your transition from the Army? \_\_\_\_\_  
A) Yes                    B) Partially                C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: DENTAL ACTIVITY (DENTAC)

Hours: 0745-1615; By appointment only.

Contact: Dental Receptionist

Ph: AA 3-3027; EA 5-3481

Address: KIRK ARMY HEALTH CLINIC

APG, MD 21005

Services: Dental services-active duty; Family member/Ret = space avail.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Dental Work Prior to Release	Make Appointment in Advance	Routine
Extended Dental Work	File with VA Within 90 Days	Routine
Family Member Dental Care Pgms	Check-Ups/Options for Care	Routine
Delta Dental Plan		Routine

Evaluation of DENTAL ACTIVITY (DENTAC)

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes              B) No              C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes              B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes              B) Some of them or part of the time    C) No
5. Did the staff know how to help with your request or problem?  
A) Yes              B) Partially            C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes              B) Partially            C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: EDUCATION CENTER

Hours: AA: 0800-1630 Walk-In/EA: Tue-1130-2000 & Thu-0800-1630

Contact: Counselors: Dori/Rosalind/O.J./Grace      Ph: AA3-2380/3515;EA2802

Address: AA-Bldg 3145

EA-Bldg E-4410

APG, MD 21005-5001

Services: Assist converting military to civilian; Education/Career inf

CONCERNS	ITEMS TO BRING	PRIORITY
Clarification of Career Goals	Explore alternative careers	Routine
College Selection/Applic. Info		Routine
Certification-Military Skills		Routine
Montgomery GI Bill Info		Routine
VEAP		Routine
Chapter 34/30 Conversion (OLD)		Routine
GED Program		Routine
Graduate/Post Graduate Schools		Routine
Interest Inventories		Routine
Troops to Teachers Program		Routine
AARTS Request		Routine
Testing-SAT/CLEP/GRE, etc.		Routine
Scholarship/Grant Information		Routine
Tuition Assistance Programs		Routine
VMET Document Information		Routine
Learning Laboratory		Routine
	Profile of interests/abilities	
	Teacher/Aide Certification PGM	
	Translates skills/exp-coll cdt	
	Financial Asst while on AD	
	Asstnc if VMET does NOT arrive	
	Asstnc with classes/cmptrs	

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN, CONTINUED

Monday, November 6, 1995

Evaluation of EDUCATION CENTER

Client: Joe B. Separatee

SSN: 999-99-9999

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit? \_\_\_\_\_  
A) Yes              B) No              C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment? \_\_\_\_\_  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected? \_\_\_\_\_  
A) Yes              B) Only partially    C) No
4. Was the staff courteous and caring? \_\_\_\_\_  
A) Yes              B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem? \_\_\_\_\_  
A) Yes              B) Partially            C) No
6. Was the agency helpful in your transition from the Army? \_\_\_\_\_  
A) Yes              B) Partially            C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: FINANCE & ACCOUNTING OFFICE

Hours: 1000-1130/1230-1500: Walk-Ins Accepted.

Contact: Betty Plummer/Military Pay Section

Ph: 278-4761

Address: BLDG 310 WING 8

APG, MD 21005

Services: Estimation of Sep/Ret Pay; Clarify various other pay problems

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Advance Pay Recoupment	How much & when?	Routine
Back Pay Collection	How much & when?	Routine
Separation/Severance Pay	Eligibility/Estimations	Routine
Early Retirement Pay	Estimation/Information	Routine
Regular Retirement Pay	Estimation/Tax Information	Routine
Promotion Pay		Routine
Reenlistment Bonus Recoupment	How much & when?	Routine
Tax Information Handout	RE: Retirement Tax Withholding	Routine
VEAP Refund/Conversion	VSI/SSB/Involuntary Separation	Routine
Montgomery GI Bill Conversion	VSI/SSB/Involuntary Separation	Routine
"Unused" Leave Payment	Formula/Amounts for Cashing In	Routine

Evaluation of FINANCE & ACCOUNTING OFFICE

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes              B) No              C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more \_\_\_\_\_
3. Were you offered the type of assistance you expected?  
A) Yes              B) Only partially    C) No \_\_\_\_\_
4. Was the staff courteous and caring?  
A) Yes              B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes              B) Partially          C) No \_\_\_\_\_
6. Was the agency helpful in your transition from the Army?  
A) Yes              B) Partially          C) No \_\_\_\_\_
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: HOUSING

Hours: 0800-1600; Mon - Fri

Contact: Patricia Hector or Housing Clerk

Ph: 278-3347/3387

Address: BLDG 2727

ROOM 114

APG, MD 21005

Services: Management of Housing Referral List; Relocation; Qtrs Upkeep

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Extension in Quarters	Request Letter w/Support Docmt	Routine
Quarters Cleaning Team Info	\$\$\$\$\$ Cost	Routine
Quarters Clearance		Routine
Community Hsng Ref & Reloc Ast	Relocation assistance available	Routine

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Evaluation of HOUSING

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit? \_\_\_\_\_  
A) Yes      B) No      C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment? \_\_\_\_\_  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected? \_\_\_\_\_  
A) Yes      B) Only partially    C) No
4. Was the staff courteous and caring? \_\_\_\_\_  
A) Yes      B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem? \_\_\_\_\_  
A) Yes      B) Partially      C) No
6. Was the agency helpful in your transition from the Army? \_\_\_\_\_  
A) Yes      B) Partially      C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: JOB ASSISTANCE CENTER

Hours: 0730-1700; Mon-Thu & Fri til 1600; Walk-In or Appointments

Contact: Counselor Assistant: Jannet Garcia

Ph: 278-9674

Address: Co-Located with ACAP-TAO

BLDG 3327  
APG, MD 21005

Services: Job search assistance using various resources and databases.

CONCERNS	ITEMS TO BRING	PRIORITY
PACS Registration (TERA Only)	Complete form in office NOW !!	Routine
DORS/PACS Enrollment	Qualifications for Jobs; Codes	Routine
Executive Search/"Headhunters"	Listing by area code only.	Routine
Resume Writing Assistance	Review/Critique assistance	Routine
Automated Resume Writer/WP51	Computer services available	Routine
Reference Library	Career/Job Search Info/Service	Routine
SF-171/OF 612/Federal Resume	Automated Fed'l appl prep!	Routine
Job Fair Information	Worldwide information avail.	Routine
Phones/FAX/Copier Equipment	Free for your use.	Routine
TAP Workshop	3-Day Workshop/ Bring SPOUSE!	Routine
Career Information	Counseling/Resources available	Routine
Individual Counseling/Assist	Info - Previous Job Experience	Routine
Federal Job Vacancies	Electronic/hardcopy listings.	Routine
State Job Vacancies	Electronic/hardcopy listings.	Routine
Local Job Vacancies	Electronic/hardcopy listings.	Routine
Interest Inventory/SIGI Plus	Career Assessment Tools	Routine

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN, CONTINUED

Monday, November 6, 1995

Evaluation of JOB ASSISTANCE CENTER

Client: Joe B. Separatee

SSN: 999-99-9999

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit? \_\_\_\_\_  
A) Yes              B) No              C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment? \_\_\_\_\_  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected? \_\_\_\_\_  
A) Yes              B) Only partially    C) No
4. Was the staff courteous and caring? \_\_\_\_\_  
A) Yes              B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem? \_\_\_\_\_  
A) Yes              B) Partially            C) No
6. Was the agency helpful in your transition from the Army? \_\_\_\_\_  
A) Yes              B) Partially            C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: LIBRARY

Hours: AA: MON-WED 1130-1930/EA: WED-FRI 1130-1930; BOTH SA/SU 1-5PM

Contact: Tina Pinnix/Reference Librarian

Ph: AA:3-3417/EA:5-3589

Address: AA: BLDG 3320

EA: BLDG E-4420

APG, MD 21005

Services: Job hunt resources/references; career planning; typewriter.

CONCERNS	ITEMS TO BRING	PRIORITY
Job Search Reference Material	Multitude career fields, etc.	Routine
FoneFische-Telephone Books	All telephone books nationwide	Routine
NEWSBANK	Selected newspapers on fiche.	Routine
Career Information		Routine
DIALOG Computer Network	Specific Questions	Routine

Evaluation of LIBRARY

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes                    B) No                    C) Provider does not make appointments \_\_\_\_\_
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more \_\_\_\_\_
3. Were you offered the type of assistance you expected?  
A) Yes                    B) Only partially    C) No \_\_\_\_\_
4. Was the staff courteous and caring?  
A) Yes                    B) Some of them or part of the time    C) No. \_\_\_\_\_
5. Did the staff know how to help with your request or problem?  
A) Yes                    B) Partially                C) No \_\_\_\_\_
6. Was the agency helpful in your transition from the Army?  
A) Yes                    B) Partially                C) No \_\_\_\_\_
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: MARYLAND VETERANS COMMISSION

Hours: 0745-1615; Mon - Fri; Walk-In

Contact: Cheryl Moculski

Ph: (410) 836-4900

Address: 2 SOUTH BOND STREET  
BEL AIR, MD 21014

Services: Assistance & information for veterans applying for benefits.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Application Completion Asstnce	Various VA/State Forms	Routine
Referrals	For various needs/services.	Routine
MD Veteran Cemeteries	Eligibility; Assistance, Etc.	Routine
Benefits Information/Counselng	State/VA Benefits info avail.	Routine

Evaluation of MARYLAND VETERANS COMMISSION

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes                    B) No                    C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes                    B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes                    B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes                    B) Partially                C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes                    B) Partially                C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: MEDICAL ACTIVITY (MEDDAC)

Hours: 0800-1630 Appointments REQUIRED.

Contact: Central Appointment Desk

Address: BLDG 2501

Ph: 3-4671

PATIENT ASSTNC, 3-4088  
APG, MD 21005

Services: Health Services; Medical Trans; Post-Svc Health Benefits.

CONCERNS	ITEMS TO BRING	PRIORITY
Exceptional Family Member Pgm	POC: PT Admin, 3-2086	Routine
Family Counseling Programs	POC: Social Work Svc, 3-3803	Routine
Immunizations - Self/Child	Update; Keep copies of records	Routine
MEB/PEB Information	POC: Surgical Clinic, 3-3310	Routine
Newly Discovered Illness	Medical Documentation/Concerns	Routine
Optical Appointment	3-4557/5101; Schedule 180 out	Routine
Persian Gulf Illness Concerns	Meade Occ Health: 410-923-8773	Routine
Pregnancy Issues	Medical Care/Insurance Options	Routine
Separation/Retirement Physical	Schedule w/in 180 Days Sep/Ret	Routine

Evaluation of MEDICAL ACTIVITY (MEDDAC)

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit? \_\_\_\_\_  
A) Yes      B) No      C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment? \_\_\_\_\_  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected? \_\_\_\_\_  
A) Yes      B) Only partially    C) No
4. Was the staff courteous and caring? \_\_\_\_\_  
A) Yes      B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem? \_\_\_\_\_  
A) Yes      B) Partially    C) No
6. Was the agency helpful in your transition from the Army? \_\_\_\_\_  
A) Yes      B) Partially    C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: OFFICE OF PERSONNEL MANAGEMENT

Hours: 0800-1630; Mon - Fri

Contact: Information Specialist

Ph: (410) 962-3822

Address: BALTIMORE REGIONAL OFFICE

300 WEST PRATT STREET  
BALTIMORE, MD 21201

Services: Information about job opportunities, testing & applications.

CONCERNS	ITEMS TO BRING	PRIORITY
Local Job Vacancies	Dependent on Geographical area	Routine
Testing Programs	Typing/Other standard exams	Routine
Admin Careers with America	See CPO/OPM for eligibility.	Routine
Veterans Representative	Baltimore: Mr. Lloyd Bowser	Routine
180 Day Waiting Rule-Ret/VSIP	For DOD jobs ONLY! Ask WAIVER!	Routine
Veterans Readjustment Appt	Alternate prgms for SOME vets.	Routine
Non-Competitive Pgm-30% DisAbI	Available for SOME vets only!	Routine
Federal Agency Listing	Other local federal agencies.	Routine
Veterans Preference 5 & 10 Pt	Eligibility & required docmntn	Routine
Application for Employment	SF-171s and other needed forms	Routine

Evaluation of OFFICE OF PERSONNEL MANAGEMENT

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes                    B) No                    C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes                    B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes                    B) Some of them or part of the time    C) No
5. Did the staff know how to help with your request or problem?  
A) Yes                    B) Partially                    C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes                    B) Partially                    C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: REENLISTMENT

Hours: 0730-1630; Mon - Fri

Contact: SSG Gray

Ph: 278-ARMY/3184

Address: BLDG 4212; SECOND FLOOR  
APG, MD 21005

Services: Options for Re-enlistment; Benefits; Bonuses, Etc.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Re-Enlistment Information	Enlistment Contract	Routine
Benefits/Bonuses	Enlistment Contract	Routine
Eligibility - Early Out Prgms	Review criteria & options.	Routine
Discharge Information	Copy of Any Personnel Action	Routine

Evaluation of REENLISTMENT

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes              B) No              C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes              B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes              B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes              B) Partially            C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes              B) Partially            C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: RESERVE/IN-SERVICE RECRUITER

Hours: 0800-1630; Monday - Friday. MANDATORY FOR CLEARING !

Contact: MSG MacDonald

Ph: 278-5632

Address: BLDG 4212

APG, MD 21005

Services: Match with Reserve/National Guard positions; Options; Benefits

CONCERNS	ITEMS TO BRING	PRIORITY
Military Service Oblig/Options	Enlistment Contract/DD-214	Routine
Eligibility for NG/Reserves	MANDATORY FOR CLEARNING!	Routine
Potential Benefits	Don't Wait Until Separating!!!	Routine
Unit-Matching for AR/NG	SEE SOON - Do Not Wait!!!	Routine

Evaluation of RESERVE/IN-SERVICE RECRUITER

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes              B) No              C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more \_\_\_\_\_
3. Were you offered the type of assistance you expected?  
A) Yes              B) Only partially    C) No \_\_\_\_\_
4. Was the staff courteous and caring?  
A) Yes              B) Some of them or part of the time      C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes              B) Partially            C) No \_\_\_\_\_
6. Was the agency helpful in your transition from the Army?  
A) Yes              B) Partially            C) No \_\_\_\_\_
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: SMALL BUSINESS ADMINISTRATION

Hours: 0800-1630; Mon - Fri; or call 1-800-U-ASK-SBA

Contact: VETERAN REPRESENTATIVE: O.J. Phillips Ph: 410-962-2235 EXT 340

Address: 10 NORTH HOWARD STREET

CITY CRESCENT BLDG; 6 FLR  
BALTIMORE, MD 21201

Services: Assistance to individuals planning to start business/franch.

CONCERNS	ITEMS TO BRING	PRIORITY
Small Business Development Ctr	220 S.Main St/Bel Air 893-3837	Routine
Veterans Guaranteed Bus. Loans	DD-214/Call for Other Requirmt	Routine
VietnamEra Vet Direct Loan Pgm	DD-214/Direct \$\$ avail fm SBA	Routine
Franchising Information	Info of avail franch/VETFRAN	Routine
Business Plan Developmt Asstnc	Necessary PRIOR to LOAN appl.	Routine
Business Loan Prep. Assistance	Prepare for BANK interviews.	Routine
S.C.O.R.E. Program	Training pgm & some FREE asstc	Routine
SBA On-Line Computer Network	Dial-Up: 1-800-697-4636	Routine

Evaluation of SMALL BUSINESS ADMINISTRATION

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes                    B) No                    C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes                    B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes                    B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes                    B) Partially                    C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes                    B) Partially                    C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: STAFF JUDGE ADVOCATE (JAG)

Hours: 0800-1630/Appts REQUIRED! Walk-In only Tuesday 0800-1100 Hrs

Contact: RECEPTIONIST/LEGAL CLERK

Ph: 278-4200

Address: BLDG 2001

APG, MD 21005

Services: Legal council to active duty and family members.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Power of Attorney	Create/Update-Bring Old Copy	Routine
Wills	Create/Update - Bring Old Copy	Routine
Tax Handout for MIL Retirees	Walk-In & Request/No Appt Nec.	Routine
Discharge Questions	Copy of Mil. Personnel Actions	Routine

Evaluation of STAFF JUDGE ADVOCATE (JAG)

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes                    B) No                    C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes                    B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes                    B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes                    B) Partially                C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes                    B) Partially                C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: STATE EMPLOYMENT OFFICE

Hours: 0800-1630 Mon-Fri; Unemployment 18008274839/Apply in PERSON!

Contact: VETERAN REPRESENTATIVES: Rich/Tom/Frank Ph: APG 3-8669; 836-4630

Address: APG: BLDG 310 WING 2

2 South Bond Street  
BEL AIR, MD 21014

Services: Employment and unemployment related services for local area.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Career/Vocational Guidance	Proof of ID/Mil. Svc	Routine
Apprenticeship Programs	Train in the Trades	Routine
Local Job Availability/Applic	Dependent on Geographical loc.	Routine
American Job Bank - (AJB)/ALEX	Local/Nat'l Job Vacancies	Routine
Veterans Employment Counseling	Vet specific pgms/NEED DD214.	Routine
Job Trng Partnership Act/JTPA	Training for certain jobs	Routine
Training/Retraining Programs	Some \$\$ for certain job/career	Routine
Vocational Testing	GATB/Proficiency/Other-Employrs	Routine
Resume/Interview Workshops	Required to receive Unemplymt	Routine
Professional Outplcmnt Center	(POAC) - BY REFERRAL ONLY!!!	Routine

Evaluation of STATE EMPLOYMENT OFFICE

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes              B) No              C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more \_\_\_\_\_
3. Were you offered the type of assistance you expected?  
A) Yes              B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes              B) Some of them or part of the time      C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes              B) Partially            C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes              B) Partially            C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: TRANSITION POINT/RET SVC OFC

Hours: 0730-1700; Mon - Fri

Contact: Mary Leftwich/Sam Gilliam

Ph: 278-7017/2388/5620

Address: BLDG 310 WING 2

Various wings for service  
APG, MD 21005

Services: Personnel Functions; Separations; DD214; Awards; Records, etc

CONCERNS	ITEMS TO BRING	PRIORITY
Separations/Discharge Info	Any Copies of Personnel Action	Routine
TERA Approval	DAForm 4187 & Notification POC	Routine
VSI/SSB Program - Approval	DAForm 4187 & Notification POC	Routine
Enlisted Retiremnt Appl Packet	DA form 4187	Routine
Records Update/Copy (201 File)	Advance Request & Microfiche	Routine
Pre-SEPERATION Briefing	MANDATORY Prior to 90 Days Out	Routine
Pre-RETIREMENT Briefing	Individual & Group - Scheduled	Routine
Review Draft Copy - DD-214	CORRECTNESS IS CRITICAL/Copy	Routine
Survivor Benefit Program	Retirees & SPOUSES-MANDATORY!!	Routine
Benefits (Regular & Extended)	Vary Based on Type Discharge	Routine
SGLI to VGLI Conversion Info	Choose w/in 120 Days After Sep	Routine
Hip Pocket Orders - Review	Only applies to RETIREES	Routine
Awards/commendations Inclusion	Ensure all documented & incl.	Routine
Orders	Timeline depends on sep type.	Routine

Evaluation of TRANSITION POINT/RET SVC OFC

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes                    B) No                    C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes                    B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes                    B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes                    B) Partially                    C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes                    B) Partially                    C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):

- a. Customer courtesy & service rating: \_\_\_\_\_
- b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: TRANSPORTATION

Hours: 0800-1630; Mon - Fri; Appointment Needed w/7 copies orders

Contact: Transportation Clerk: Yvonne/Cassandra Ph: 278-3897/4084

Address: BLDG 3321  
APG, MD 21005

Services: Storage, Shipment, Movement Svcs - Both Passenger & Property

CONCERNS	ITEMS TO BRING	PRIORITY
Household Goods (HHG) Appt	7 Copies of Orders Required.	Routine
Packing/Shipmnt/Storage Bnfts	Orders Necessary	Routine
Extended Shipmnt/Storage Bnfts	Ret/VSI/SSB/Some INVOL Septns	Routine
"DITY" Move Information	Partial or complete	Routine
Special Shipment Requirements	Equipmnt; large furniture, etc	Routine

Evaluation of TRANSPORTATION

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes                    B) No                    C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes                    B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes                    B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes                    B) Partially                C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes                    B) Partially                C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: VETERANS ADMINISTRATION

Hours: APG: 1st, 2nd, 4th Mondays each month; Baltimore 0800-1630

Contact: Regional Veterans Rep: Don Santos

Ph: 1-800-827-1000

Address: APG: BLDG 310 WING 2  
31 HOPKINS PLAZA  
BALTIMORE, MD 21201

Services: Benefits, services, and care to veterans and their families.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Benefits Counseling	DD-214/Docmtn- Type Discharge	Routine
Persian Gulf Registry	Copy Medical Records & DD-214	Routine
Medical/Dental Care Benefits	VA form 10-10/DD214/Med Docmtn	Routine
Disability Assmnt & Compenstn	VA form 21-526/Med Rec/DD-214	Routine
Education Benefits (MGIB/VEAP)	VA form 22-1990/4-5281 & DD214	Routine
Home Loans	VA form 26-1880 & ALL DD-214's	Routine
Burial Benefits	VA form 40-1330/90-2008/21-530	Routine
Insurance Options	VA form 29-8714 or 29-4364	Routine
Vocational Rehabilitation	VA form 28-1900 & Sptng Docmtn	Routine
Survivor Benefits	VA form 21-534/DD214/Death Ctf	Routine

Evaluation of VETERANS ADMINISTRATION

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes              B) No              C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes              B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes              B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes              B) Partially            C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes              B) Partially            C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: VETERANS CENTERS

Hours: 0800-1630; Mon - Fri; Walk-In or Schedule Appointment

Contact: Team Leader: Lon Campbell

Ph: 410-378-0171

Address: 7 COMMERCIAL PLAZA  
ELKTON, MD 21902

Services: Broad range of counseling, outreach & referral services.

CONCERNS	ITEMS TO BRING	PRIORITY
Persian Gulf Registry	DD-214/Medical Records	Routine
Family Counseling	SOME Services are Free	Routine
Readjustment Counseling	FREE Assessment and Counseling	Routine
Women Veterans Programs	DD-214	Routine
Information & Referral Program		Routine

Evaluation of VETERANS CENTERS

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit?  
A) Yes                    B) No                    C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment?  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected?  
A) Yes                    B) Only partially    C) No
4. Was the staff courteous and caring?  
A) Yes                    B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem?  
A) Yes                    B) Partially                C) No
6. Was the agency helpful in your transition from the Army?  
A) Yes                    B) Partially                C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Aberdeen Proving Ground, Maryland  
INDIVIDUAL TRANSITION PLAN

Monday, November 6, 1995

Client: Joe B. Separatee

SSN: 999-99-9999

Service Provider: HARFORD COUNTY PUBLIC SCHOOLS

Hours: 0800 - 1630 hrs / Monday - Friday

Contact: Information Clerk

Ph: (410) 838-7300

Address:

45 East Gordon Street  
Bel Air, Maryland 21014

Services: Assistance with Education-Related Activities, Pre-K - 12 Gr.

<u>CONCERNS</u>	<u>ITEMS TO BRING</u>	<u>PRIORITY</u>
Enrollment/Disenrollment Proc.	Information Re: PCS/Separation	Routine
Education Records	Request Copy - Handcarry	Routine
Special Needs Assistance	New/Transfer - Know Reloc Area	Routine

Evaluation of HARFORD COUNTY PUBLIC SCHOOLS

Date of Visit: \_\_\_\_\_

1. Did you have an appointment for the visit? \_\_\_\_\_  
A) Yes      B) No      C) Provider does not make appointments
2. If Yes, how long did you have to wait for an appointment? \_\_\_\_\_  
A) 1 week or less    B) 1 to 3 weeks    C) 3 weeks or more
3. Were you offered the type of assistance you expected? \_\_\_\_\_  
A) Yes      B) Only partially    C) No
4. Was the staff courteous and caring? \_\_\_\_\_  
A) Yes      B) Some of them or part of the time    C) No.
5. Did the staff know how to help with your request or problem? \_\_\_\_\_  
A) Yes      B) Partially    C) No
6. Was the agency helpful in your transition from the Army? \_\_\_\_\_  
A) Yes      B) Partially    C) No
7. Please rate the following on a scale of 1 to 5 (5 is the highest):
  - a. Customer courtesy & service rating: \_\_\_\_\_
  - b. Overall service provider evaluation: \_\_\_\_\_

Evaluation of Transition Assistance Office

Client: Joe B. Separatee

SSN: 999-99-9999

Date of Visit: Monday, November 6, 1995

1. How well did the Transition Specialist understand your transition situation and needs? \_\_\_\_\_

A) Very well      B) Moderately well      C) Not well at all

2. Did the Transition Specialist know what agencies or services are available to help with your transition needs? \_\_\_\_\_

A) Yes      B) No      C) Uncertain or only some services/agencies

3. Do you feel that the ACAP program will help to smooth your transition out of the service? \_\_\_\_\_

A) Yes      B) No      C) Do not know or too early to tell

4. Please rate the following on a scale of 1 to 5 (5 is the highest):

a. Customer courtesy & service rating: \_\_\_\_\_

b. Overall impression of this appointment: \_\_\_\_\_

5. Please add any other comments or suggestions about ACAP below:

## **APPENDIX E**

### **Outcome of the Army Career and Alumni Program's Economic Analysis, July, 1994: Executive Summary**

## OUTCOME OF THE ARMY CAREER AND ALUMNI PROGRAM'S ECONOMIC ANALYSIS - JULY 1994

### EXECUTIVE SUMMARY

#### **Requirements**

The National Defense Authorization Act of 1991 (Public Law 101-510, November 5, 1990) requires the Department of Defense (DoD) to establish and maintain a program that provides employment services for separating military personnel and their family members. In response, the Army established (November 1991) contractor operated Job Assistance Centers (JAC), at which, soldiers and their families receive classroom instruction and individual counseling regarding the skills relevant to the "job search process".

The purpose of this economic analysis study is to determine what is the most cost-effective method of providing employment services. The Army Career and Alumni Program (ACAP) office, operating within the guidance and oversight of the U.S. Army Cost and Economic Analysis Center (CEAC) and the Office of the Assistant Chief of Staff for Installation Management, Installation Strategic Plans and Analysis Division, is conducting this economic analysis in 1994 and will provide the results to Army Leadership in July 1994.

#### **Procedure**

The ACAP office is using the "Department of the Army Economic Analysis Manual", together with OMB Circular No. A-76 , "Performance of Commercial Activities" and DA Pam 5-20, "Commercial Activities Study Guide", as guides to complete the economic analysis. Further, the U.S. Army CEAC and the Installation Strategic Plans and Analysis Division is providing guidance throughout the analysis and will review the final economic analysis report. This approach enables the Army to ensure coverage of all aspects and elements of the analysis. The approach also provides a systematic method to investigate the full implications of achieving Army objectives in the most efficient and effective manner.

The economic analysis research compares the benefits and costs associated with the following three alternatives:

1. **Alternative 1:** Contractor operated JACs from FY95 through FY00 (FY2000). Alternative 1 assumes continued provisioning of job assistance services through a contract. This alternative assumes exercising option 4, and extending the current contract through the end of FY95. Further, this alternative assumes a follow-on contract will be awarded competitively, either to a private concern or federal agency, and be in place from FY96 through FY00.

2. **Alternative 2:** Contractor operated JACs in FY95 and government operated JACs from FY96 through FY00. This alternative assumes exercising option 4 of the current contract and extending it through FY95. Further, this alternative assumes in-house, government operated JACs, beginning in FY96 through FY00.

3. **Alternative 3:** Government operated JACs from FY95 through FY00. Alternative 3 assumes provisioning of job assistance services with in-house, government personnel beginning in FY95 through FY00.

The comparison includes the measurement of the following, for each alternative:

1. Benefits. In this economic analysis study, the Army measures seven non-quantifiable benefits. The study lists and quantifies the benefits and advantages of each alternative over the others. The scale reflects the importance of the various aspects of each alternative in relation to their meeting the minimum requirements of the objective. The approach for measuring the benefits includes the assignment of a subjective numerical score to each benefit (for each alternative) and applying a weight to those numerical scores to derive a quantifiable measurement. The seven non-quantifiable benefits include:

a. Program Flexibility. Program flexibility relates to the ability to quickly respond to new technology and programmatic directions.

b. Ability to Maintain Current Tempo of Operations Without Interruption. This benefit relates to the Army's ability to provide consistent, quality services.

c. Breadth of Services. Breadth of services relates to the ability to offer a full range of job assistance services envisioned by Congress.

d. Quality of Services. Quality of services refers to the ability to offer job assistance services comparable to the standards of the outplacement industry.

e. Compliance with Congressional Requirements. Compliance with congressional requirements refers to the 1991 National Defense Authorization Act Directive that requires the Secretary of Defense to establish permanent employment assistance centers at appropriate military installations.

f. Manageability. Manageability refers to the ACAP director's ability to direct program operations, standardize training, detect problems and effect timely corrective actions.

g. Versatility. Versatility refers to the ability to offer additional capabilities and benefits beyond initial requirements.

2. Estimated costs. For each alternative, this economic analysis included an estimate of all anticipated inputs (costs) directly or indirectly associated with each alternative.

3. Benefit/cost ratio. The analysis considers the relationship of benefits to costs for each alternative (in the form of a ratio and reflecting a derived quantitative value for economic performance) and rank ordered the alternatives, with the preferred alternative being the one with the largest ratio.

## **Findings**

The analysis finds the following to be the case for each alternative:

1. **Alternative 1.**

- a. The analysis reflects alternative 1 with the largest aggregate score for benefits.
- b. The analysis shows alternative 1 with a cost advantage over alternative 2 and a cost advantage over alternative 3.
- c. The analysis shows alternative 1 with the highest benefits to costs ratio.
- d. This alternative offers minimal risk with respect to the need for change in program size, relocation of JACs, and rapid programmatic evolution. Fluctuations in installation mission and populations during BRAC execution demand a highly flexible environment. This alternative offers the flexibility to respond quickly, within 30 days, to both decreasing and increasing requirements thereby creating a highly efficient system. The ability exists to quickly move and take asset from sites as program needs change.
- e. This alternative offers the least risk regarding continuity of operations. Continuation of current operations into the final option year would occur without risk. Continuation into a new contract period should occur, relatively risk free, so long as the procurement action begins in a timely manner.

2. **Alternative 2.**

- a. This alternative varies only slightly from Alternative 3. Continued use of the JAC contractor through the final year of the current contract reduces cost and yields higher benefits. However, that advantage would be eliminated at the conclusion of the current contract. After that point, alternative 2 and alternative 3 would be identical.
- b. Unlike Alternative 3, this alternative allows for sufficient time to complete OMB Circular A-76 requirements. Feasibly speaking, an OMB Circular A-76 study can be completed prior to the required date for conversion from contract to in-house performance.
- c. This alternative reflects a deceptive benefits assessment. While this alternative consistently ranks second for all non-quantitative benefit comparisons, these discrete integer rankings did not clearly reveal that all but inconsequential differences exist between alternative 2 and alternative 3. For example, alternative 2, during the final year of the current JAC contract, offers superior flexibility over alternative 3. However, that realized advantage disappears for all other subsequent years of the program life cycle.
- d. While this alternative does not immediately present a risk to continuity of operations, that risk does appear at the conclusion of the final option year of the current contract.

**3. Alternative 3.**

- a. This alternative reflects the lowest aggregate score for benefits, the highest costs and the lowest benefit/cost ratio.
- b. This alternative does not allow sufficient time to complete an OMB Circular A-76 study. Conversion of JAC operations from contract to in-house requires completion and approval of an A-76 study. That study could take eight to ten months. Completion prior to the end of the current option contract period (option 3, ending 7 November 1994) is unlikely.
- c. This alternative presents the highest risk to continuity of operations. New federal employees with required prerequisites must be hired and trained. Accomplishing this in time to ensure continued JAC operations at current tempo and quality levels appears extremely unlikely.

**Recommendation**

Based upon the findings of the economic analysis, selection of alternative 1 would be the best course of action.